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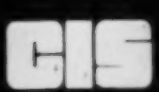

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A.I.D. AND THIRD WORLD WOMEN, THE UNMET POTENTIAL

HEARING

BEFORE THE

SELECT COMMITTEE ON HUNGER
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, MAY 11, 1988

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A.I.D. AND THIRD WORLD WOMEN, THE UNMET POTENTIAL

WEDNESDAY, MAY 11, 1988

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON HUNGER,
Washington, DC.

The committee met, pursuant to notice, at 10:35 a.m., in room 2203, Rayburn House Office Building, Hon. Mickey Leland [chairman of the committee] presiding.

Members present: Representatives Dorgan, Penny, Espy, Patterson, Emerson, and Upton.

Also present: Representative Schroeder.

OPENING STATEMENT OF HON. MICKEY LELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Chairman LELAND. Good morning. I would like to welcome you to today's hearing on the integration of Third World women into U.S. development assistance programs.

Before I begin my remarks, I would like to make one comment concerning the administration witness before us today. I am sorry and distressed that Administrator Woods was unable to attend. I understand that his schedule has been difficult as he works to familiarize himself with the Agency. However, I am disappointed that the Agency has chosen not to send a senior level official in a policymaking position to today's hearing.

A.I.D.'s representation at this hearing raises some serious questions about its commitment to the issue of women in development. If full integration of women into assistance programs is to become a reality, this effort must have strong support at the highest levels of the Agency. A.I.D.'s decision not to send a representative in a policymaking position indicates that perhaps women in development, while integral in the success of development programs, does not have the necessary support inside A.I.D. It also sends a signal that the Agency is either uninterested in presenting its women in development policy to the Congress, or it is unwilling to defend that policy from the concerns that have been raised in recent months.

I hope that Kay Davies, the director of the Women in Development Office who is here with us, will be able to inform us of the administration's position and actions on this critical issue. I certainly hope that she will inform the administrator of the serious concerns that we and a number of Members of Congress have on

the Agency's commitment to a policy of equitable treatment of women in U.S. assistance programs.

The integration of women into development assistance programs and projects is a critical, critical issue. In Africa and Asia, women produce 60 to 80 percent of the food. In all regions of the world, women make up a large portion of the informal economy—the 30 to 60 percent of economic activity and employment that is not officially recognized. The basic fact is that women are vital both to the food security and to the economic development of the developing world.

The committee is concerned that while A.I.D. has acknowledged the crucial role of Third World women in the development process, it has not done enough to include them in a significant fashion in U.S. development projects. Fifteen years ago, Congress passed the Percy amendment mandating that A.I.D. integrate women into the development process. We find that in those 15 years too little has been done.

In a hearing last spring, we discovered that only 21 percent of those involved in A.I.D.'s participant trainee programs were women. In Asia the figure was 15 percent. We were told that of the more than 2,000 professional A.I.D. staff, only 235 have received training on integrating women in development efforts. These figures and others, as well as recent evaluations which have been quite critical of A.I.D.'s women in development efforts, have deeply concerned this member of the select committee.

Congresswoman Pat Schroeder and I introduced H.R. 4049, the Women in Development Act of 1988, to address this problem. The bill, which has over 100 cosponsors, several of whom are on this committee, has been officially and very actively opposed by the Agency. It has, however, generated an enormous and positive response from the development community, especially from institutions and agencies who deal directly with women in development issues. It has also generated a great deal of discussion of women in development policies here in the Congress.

We will discuss the bill today, but I would like to keep the focus of the hearing on what I believe is the central issue: What is A.I.D.'s policy for integrating women, how effectively is that policy being implemented, and what can be done to improve A.I.D.'s policy and programs to reach Third World women?

It seems to me to be an inescapable conclusion that sustainable development, and thus the eradication of hunger and malnutrition, cannot be achieved until women are treated equitably and given adequate opportunities to help themselves. That goal remains too elusive. We must expedite the process of reaching it.

I would now like to turn to the gentleman from Missouri, my colleague Mr. Emerson, for an opening statement.

OPENING STATEMENT OF HON. BILL EMERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSOURI

Mr. EMERSON. Thank you, Mr. Chairman. I welcome our witnesses to this hearing on the role of women in development.

As the committee hearing on the same subject showed last year, women in many Third World countries do most of the work while

receiving very few of the direct benefits. It is clear that the contributions of women have a major effect on the progress of developing economies.

Last year's hearing showed the importance of women in development while at the same time demonstrating some of the obstacles. It should be noted that the U.S. Agency for International Development is a world leader in encouraging the inclusion of women in development projects. Many of our witnesses today have received support and encouragement from A.I.D.'s Office of Women in Development.

While recognizing the importance of women in development, we must not ignore the practical constraints of a greater role for the United States. I am especially concerned about legislation to mandate an expansion of the U.S. program in this area. In an era of frozen foreign aid budgets, any congressional earmarking of funds for one program must result in a reduction in funding for other projects.

The legislation that we are considering today, H.R. 4049, would require that $15 million be spent by the United States on various WID programs. This is more than the combined foreign aid programs for nine African countries. The practical effect of this bill would be to take money from poor Third World women, men, and children and use it to pay government employees.

We should also be cautious about imposing burdensome regulations and reporting requirements on executive branch agencies. H.R. 4049 would have this effect. A.I.D. sent me a long list of their objections to this bill, many of which concern congressional micromanagement of their program. Mr. Chairman, I would like to submit a copy of this statement for the record, and ask unanimous consent to do so at this point in the record.

Chairman LELAND. Without objection, so ordered.

Mr. EMERSON. Finally, I am interested to learn about the reception given to women in development programs by non-Western societies, especially Islamic cultures. Many Third World countries have long traditions regarding the respective roles of men and women. While we may not necessarily approve of these attitudes, it is important in my judgment that our foreign aid programs not alienate people who we are trying to help.

I look forward to hearing our witnesses here today. Thank you, Mr. Chairman.

[Letter to Mr. Emerson appears at the conclusion of the hearing.]

Chairman LELAND. I thank the gentleman for his statement.

Let me now turn to the gentleman from Mississippi, Mr. Espy.

Mr. ESPY. I don't have any opening statement, Mr. Chairman.

Chairman LELAND. The gentleman from North Dakota, Mr. Dorgan.

Mr. DORGAN. Mr. Chairman, I have no opening statement except to thank you for calling the hearing. I have reviewed the material of the hearing, and I am a cosponsor of the legislation and think the subject is appropriate and very important to women around the world.

Chairman LELAND. I thank the gentleman.

I indicated previously that members of the committee were concerned that A.I.D. Administrator Woods could not be present to dis-

cuss an issue as important as the integration of women into the development assistance programs of the U.S. Government. We are pleased, however, to have with us the director of the Office for Women in Development at A.I.D. Ms. Kay Davies has directed the WID office for the last several years. Ms. Davies is known as an effective advocate for moving women from the margins to the mainstream of our development assistance programs. We look forward to her testimony.

Ms. Davies, welcome to this hearing. We are glad that you can be with us, even if Mr. Woods could not. If you could please give a brief summary of your testimony, your entire statement will be entered into the record. We will have questions following your statement.

Thank you very much for being here.

STATEMENT OF KAY DAVIES, DIRECTOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

Ms. DAVIES. Thank you very much.

I think it is important to point out at the beginning of my remarks that, as much as we support the women in development (WID) effort, it is not as easy to reach less developed country (LDC) women as we might have thought some years ago. In our policy paper published 5 years ago, we outlined factors that may constrain A.I.D.'s implementation of the WID policy. In the intervening years, we have learned that integrating women in development is a complex issue. From the level of macro-economic structural reform issues to micro-level project activities, we must find the correct approaches, and these approaches and our implementation methods must differ or may differ from one sector to another, from one region of the world to another, and from one country to another.

As we and other donor organizations analyze the impact of structural adjustment on women, for example, we know we need further analysis of the gender-differential impacts of macro-economic policies. In agriculture, shifts into export production due to price incentives will often result in increased demand for women's unpaid or paid labor in that area. This will reduce the amount of time women have available for other activities. To compensate for women's decreased availability for these and other household production activities, children's labor, and particularly that of girls, may be recruited. This may result in further restrictions on girls' access to education, which is already limited, and will certainly affect their future income and employment opportunities.

It is particularly important, therefore, that we design our programs to meet the needs of certain subgroups of the population who may be disproportionately vulnerable to the negative impacts of adjustment, or whose participation in adjustment is particularly important to its success. Therefore, the Women in Development Office, in collaboration with regional and central bureaus, has been involved in numerous in-depth studies that will examine these kinds of policy impacts on women as farmers and as traders and as

consumers. Examples of these projects are discussed in more detail in my statement.

I am not citing these constraints as a defense against working in the women in development field. However, I am emphasizing the complexity of this issue. It is important that we continue our research on the roles of women, as well as improve our techniques to more successfully reach them.

At A.I.D. we are concentrating our efforts primarily on, one, enhancing the integration of gender issues into new and ongoing programs and projects; two, furthering the understanding of the implications of gender as a cross-cutting issue; and, three, establishing systems and procedures to institutionalize WID.

In order to more fully integrate WID, we focus on the following: providing technical assistance to the field; providing training to A.I.D. personnel; analyzing all strategic documents and projects; leveraging our funds with missions and bureaus, so that we can maximize the impact of our project moneys; collecting and disseminating information and data; funding research efforts; funding pilot projects; developing and disseminating guidance manuals; and evaluating our projects as well as the Agency activities to ensure we are progressing at the appropriate pace and level we have set for ourselves.

Last year, A.I.D.'s Evaluation Office produced a report on how well gender was addressed in our programs. Additionally, we commissioned an external contractor to assess how much consideration is given by our people to the gender implications—in other words, to gauge institutionalization of WID at A.I.D.

Very important findings resulted from these evaluations. No one will dispute that we have made enormous strides. However, both of these evaluations pointed to the necessity for strengthening our internal processes and systems to ensure that we meet our objectives.

As a result of these evaluation findings, the Administrator of A.I.D. held a meeting with senior-level personnel and requested that all Agency bureaus submit detailed action plans to establish specific objectives and calendar-driven benchmarks to improve our systems and processes at A.I.D. These action plans have been reviewed by the Administrator and appropriate revisions to the plan are underway to strengthen certain sections that need more attention.

I have outlined in my statement just a few specific initiatives that will be undertaken by the Africa Bureau in their action plan. While it cites only a few of these initiatives, it dramatizes the fact that the Agency's bureaus are intensifying their efforts to strengthen the WID emphasis in their programs.

So that the Agency can better integrate women into its programs and projects, we are involved in a series of sector-specific, intensive training workshops that will offer a set of tools and guidelines to assist development planners in addressing gender issues. In the agricultural context, for example, participants are required to identify and respond appropriately to such issues and questions as: Who benefits from the output of current production of each enterprise in terms of subsistence, income from sales, or other uses? Will technological improvements lead changes in the uses of the product, and thus in the nature or locus of benefits? What incentives and

disincentives are actually associated with the particular modifications being tested? Are increased labor demands for a particular enterprise matched by increased benefits for the individuals supplying the labor?

Last year we trained 80 Africa-based, senior-level agriculture and program officers. This effort will be repeated this year in the Latin America and Caribbean region, where it will be expanded to include training in the private enterprise sector. We will thus be able to address two major concerns of the Agency: agricultural production and income-generating activities, including small and microscale enterprise development.

While I have spent more time than usual in describing how and why we are training, I believe it is important to reemphasize that there are few simplistic methods for integrating gender issues into our activities. While our goals may include elevating the numbers of female participants in any given activity, this objective must be coordinated with the need for a more focused, targeted, appropriately designed project.

In addition to our training efforts, specific actions by the Women in Development Office, in close collaboration with senior personnel in our bureaus and missions, are helping to effect significant advances at the institutional development level. I have cited specific examples in the text of my remarks, but I would like to include just one at this point.

The Office of Women in Development is working with the Bureau for Science and Technology's Basic Research and Implementation for Developing Education Systems project, also known as BRIDGES. It is being conducted by Research Triangle Institute and Harvard University. The purpose of this joint effort is to develop a better understanding of the educational situation of girls in Third World countries; to develop a valid and reliable data base for assessing the educational status of females in the context of country socioeconomic conditions; and to provide a base for developing realistic strategies for improving access, retention, and dropout rates for girls.

With a completed data base as the source, a set of education projections will be produced for 15 A.I.D.-assisted countries in which the educational enrollment of girls is particularly low. The report will document the assumptions built into the projections, and it will discuss strategies for increasing female participation in those countries. This is an example of leveraging WID office funds with a central bureau to ensure that long-term objectives of the project include appropriate disaggregated data for meeting female educational needs.

Not all of our activities are Washington-based, of course. Many examples of the field support of our women in development efforts are evident. The attached appendix to my statement describes numbers of these which I believe the committee will find of interest.

A.I.D. has believed for a long time that the most important elements in accomplishing our women in development goals are: one, to address the constraints that impede thorough integration of women as participants in, and beneficiaries of, A.I.D. programs and

projects; and, second, the institutionalization or the consideration of gender issues by A.I.D. personnel.

Women in development is really not a quantitative issue—how much money or exactly how many women are involved in each and every activity. Instead, it is a qualitative issue. Our evaluations have shown us that we can continue our basic development approach, but that success is enhanced significantly when gender issues are addressed carefully and fully. This does not involve massive refinancing efforts. It means we continue to do what we are doing, but that we ensure women are addressed appropriately at each stage of the project cycle.

I am confident we are addressing the complexities at the right levels and to the appropriate degree. Our objectives are strong, but we are neither complacent nor content. We will continue to expand our efforts and strengthen our approaches. We will continue our efforts to meet our development goals and, most importantly, to address the needs of the women of the developing world.

I appreciate your support, Mr. Chairman, and that of the committee, and interest in this very important issue. Thank you again for allowing me to be here.

[The prepared statement of Ms. Davies appears at the conclusion of the hearing, see p. 47.]

Chairman LELAND. Thank you very much, Ms. Davies.

Before we go to questions, let me introduce our colleague, Pat Schroeder, who is joining us on the dais for today's hearing. Pat is the co-Chair of the Congressional Women's Caucus and has long been recognized as a leader in the Congress on women's issues, as well as a leader in many other fields. I am delighted to be working with her on H.R. 4049, and appreciate her hard work in Washington and in appearances around the country on behalf of this legislation.

Pat, thank you so much for coming. I would like to invite you to make an opening statement if you so wish.

Mrs. SCHROEDER. No. I am just delighted to be here, Mr. Chairman, and pleased that you are moving full speed ahead. Of course I am delighted Liz Patterson is here, too, so we have a good group of people ready to go.

[The prepared statement of Mrs. Schroeder appears at the conclusion of the hearing, see p. 41.]

Chairman LELAND. I would like to yield, then, to the gentlelady from North Carolina, Mrs. Patterson, if she has an opening statement.

Mrs. PATTERSON. Thank you, Mr. Chairman. South Carolina.

Chairman LELAND. South Carolina. I'm sorry. I have the same problem with Mr. Dorgan, not that you are from——

Mrs. PATTERSON. South Dakota? [Laughter.]

Chairman LELAND. The difference is, I think that he is from South Dakota, but he doesn't look that way.

Mr. DORGAN. I thought you were going to say you were confusing me with Mr. Dornan. That would be more serious than South Dakota. [Laughter.]

Mrs. PATTERSON. I'm sorry. I didn't mean to get the committee into such deep discussion here.

Chairman LELAND. That's all right. Now I recognize that accent. The gentlelady from South Carolina.

Mrs. PATTERSON. Mr. Chairman, I don't have an opening statement but I am just glad to be a member of your committee, as I have said before, and to join with others in studying these issues that do affect women here in our country and around the world.

Chairman LELAND. Absolutely. Thank you so much.

Ms. Davies, let me first thank you so much for being here. My statements before about the policymakers at A.I.D. were not directed at you by any means. They were not meant to demean the integrity of the service that you render. We applaud you for the great things that you do. I just find it rather difficult to take that the administration of A.I.D. has chosen not to be present today. I had some questions directed to them concerning why it was that they were so adamantly opposed to the objectives in our legislation.

In the Agency's response letter, which was sent to every Member of Congress, you raised several objections which I found to be misleading. Several times you apparently ignored sections of the bill which gave the Agency flexibility in carrying out the provisions of this legislation. However, I was most disappointed that the Agency did not address the underlying policy issue brought up by the bill: that the Agency should make U.S. assistance programs truly equitable by reaching roughly equal proportions of men and women.

Could you tell the committee if A.I.D. agrees or disagrees with this approach? Just yes or no. You don't need to elaborate. Do we share that goal?

Ms. DAVIES. I certainly believe that we do share that goal. There is no question.

Chairman LELAND. In A.I.D.'s statements and official letter on H.R. 4049, the Agency has stated that it supports the intent of the bill but has several objections to it. Could you tell us, apart from the intent of the bill, what specific sections of the bill the Agency supports?

Ms. DAVIES. Well, as we have said before, we do support the intent of the bill. Those areas that have given us some concerns, which were outlined in the letter, primarily involve the issue of proportionality. I think A.I.D. is very supportive of ensuring that women are brought into the program, particularly at the levels that they are represented in a given sector. In that respect, I think we do have agreement, not at necessarily a 50-percent level, because women aren't always represented at precisely half, but in whatever percentage women are represented, we are certainly intent on supporting the proportional integration of women by sector as one of our goals.

Chairman LELAND. As I am sure you are aware, last week the House Foreign Operations Subcommittee included an earmark and policy language on women in development in the appropriations bill. In that bill, the Agency is instructed to include women in all projects, programs, and country strategies, at least in proportion to their traditional participation, in any given activity. How does the Agency feel about this requirement, and what changes would have to be made to implement it?

Ms. DAVIES. As regards the earmark, in principle, not just pertaining to the women in development issue, the administration

does not support earmarks. However, that particular section is consistent with our policies and our programs.

Chairman LELAND. It is consistent, and I guess the conclusion that must be realized here today is possibly that the allegation that we are trying to micro-manage is the trouble spot for A.I.D. Is that correct?

Ms. DAVIES. Well, not only in WID but in any other issue, the Agency does have some difficulties when congressional targets are set that we feel would be almost impossible to meet, or when we are mandated to establish task forces within the Agency that would become permanent bureaucratic structures. I think that is a concern of the Agency. The intent, as I said, we are supportive of, but there are certain areas that we find troublesome.

Chairman LELAND. It is not a matter of ego for us to intervene in matters like this but I would like to make an editorial statement, if I may. That is that sometimes when we, in our oversight capacity in the Congress, find that agencies—not just A.I.D. but other agencies throughout the Federal system—are not doing certain things, we tend to want to inject some ideas through legislation. That is precisely what we have done here. We feel, through our research and through the evidence of the bare statistics that are given us, that something has to happen. In order for us to make that happen, we do what we can do, and that is legislate.

To assume that that is micro-management is, I think, in error—great error. Through the congressional process, we take testimony, we hear the pros and cons about issues, we get an incredible amount of data to back us up. If that data does not back us up, generally we fail. We don't succeed in passing legislation, or providing amendments, as we just did in the foreign aid appropriations bill. We just feel it necessary sometimes to give the agencies an opportunity to do what we feel is right, as opposed to what they might feel is right.

Ms. Davies, the Agency has objected to a requirement in H.R. 4049 that all A.I.D. professional staff be trained on integrating women into development programs. It seems to me that all staff who are involved in policymaking or implementation should receive this training. Do you agree that these people should receive training on women in development?

Ms. DAVIES. We do support training professional staff. I think where we might take issue would perhaps be in the training of people working in the finance office or other offices that are not involved in program issues, but we certainly do support the training of appropriate professional staff. As I mentioned in my written testimony, we are very involved in training in the agricultural area and will be moving into the small scale and private sector area this year, so I think we are very supportive of that.

Chairman LELAND. So you are supportive of the general spirit of what we are trying to do?

Ms. DAVIES. That is correct, yes.

Chairman LELAND. My understanding is that there are over 2,000 A.I.D. professional staff in Washington and in the field who are involved in policymaking and implementation. How many of them have currently received training on integrating women into development efforts?

Ms. DAVIES. At this point in time we estimate that we have trained approximately 225 people in this area. This year we will probably add another 60 to 80 in the agricultural and private sector fields. I would like to point out that since A.I.D.'s training programs have come into effect, from 1984 through 1987, for example, in the agricultural area we have trained 48 professionals. When you look at what we have been able to do in the WID area for just agriculture, we have trained considerably more than the Agency has trained even in its own generalized agricultural programs or training activities. I think we are moving in the right direction. It is certainly not as extensive as we want it to be, but we hope to be able to do more this year.

Chairman LELAND. Is it not possible for you to do much more?

Ms. DAVIES. Given the specificity of the kind of training that we are doing, I don't think we can really do more than what we are trying to do each year, and that is somewhere between 60 to 100 each year. That is just about all that we think we can handle.

Chairman LELAND. Ms. Davies, in A.I.D.'s response letter to H.R. 4049 and several public statements, the Agency has claimed that the bill would force A.I.D. staff to include women in projects in higher proportions than would be feasible or practical. This ignores the language in the bill which would give A.I.D.'s staff a waiver in such situations to allow for more flexibility. Is the Agency aware of this language and, if so, do you still believe that it would be too restrictive?

Ms. DAVIES. If you are talking about the issue of the constraints, we don't really have a problem with that, except that if it is mandated across the board for all projects—when there are some types of funding that don't involve women, it would be somewhat burdensome for us to have to comply with additional reporting requirements. While it is our goal to include women in all of our projects in proportion to the women that are represented in that sector, the additional reporting would be burdensome and we would prefer not to have to do it across the board. There are cases where, in fact, these criteria would not be applicable.

Chairman LELAND. Thank you.

The gentleman from Missouri, Mr. Emerson.

Mr. EMERSON. Thank you, Mr. Chairman.

Ms. Davies, the Office of Women in Development currently has a budget of about $2 million, and I understand that H.R. 4049 would increase this to a minimum of $10 million. From which other accounts would that amount be taken?

Ms. DAVIES. Are you talking about the earmark?

Mr. EMERSON. Yes.

Ms. DAVIES. The $10 million earmark to which you refer is contained in H.R. 4049 and is not my—or the administrations—request. I could not tell you exactly which accounts it would come from, but it would obviously come from other programs in A.I.D. That is what happens when we have an earmark—that is a problem we have.

Mr. EMERSON. Could you give us some ideas, some description of your work, your office's work and relationship with private voluntary organizations, a subject in which this committee has a great deal of interest?

Ms. DAVIES. Our office is directly involved with private voluntary organizations, and also through work with the missions and other bureaus in the Agency. Our office is really a very small office, but we try to leverage our money as well as our programs, if you will, with resources from other offices. As a result, we have a tremendous amount of work ongoing with the private voluntary organizations in the field.

An example is an interesting combination of the Peace Corps, the Women in Development Office and CARE in the Cameroon on a forestry project. It is an example of using a private voluntary organization. Our mission in Yaounde manages the project and works closely with the Peace Corps. By way of such activities, people at the grassroots level actually do more WID activities than might be done otherwise. That is an example of what we are doing, but it is quite extensive.

Mr. EMERSON. Very good. What has been the reaction of developing countries to your efforts? What level of cooperation do you have? Can you give us an example or two of good reaction to initiatives that you have undertaken?

Ms. DAVIES. By host governments?

Mr. EMERSON. Yes.

Ms. DAVIES. Almost every activity that we have been involved with has taken a certain amount of policy dialog between our missions in the field and with host governments. In fact, we have some very good examples. In Pakistan, which is a country that is not always as easy to work in because there are enormous constraints on women, the mission and the host government have had a very close collaboration in working on specific activities for WID. I believe there was a $30 million project dealing with nongovernmental organizations (NGO's), particularly indigenous NGO's, and with U.S. A.I.D. This is an example of very close collaboration. We really can't do anything unless we are working closely with host country officials.

Mr. EMERSON. Has your office conducted any self-evaluations of the programs in which you are involved and the progress of those programs? If so, what are your assessments of them?

Ms. DAVIES. As I mentioned in my testimony, yes, we have been involved in evaluations. I mentioned some days ago here in a caucus meeting that we have subjected ourselves to a tremendous amount of scrutiny because we know that there are areas of our program that need strengthening and we want to know whether we are on the right track—what we need to change in the future.

Both of the evaluations, one done internally and one done by an external organization, showed again that we have made tremendous progress but that we do have some gaps that we need to fill, and the Administrator is definitely committed to that. We will continue to do evaluations because I think that is the only way we really learn. We have findings that give us a basis for future activities and tell us what, if any, activities we may need to change.

Mr. EMERSON. Could you share with us some examples of where you think your function needs some improvement?

Ms. DAVIES. Certainly. From the point of view of the Women in Development Office—and one of the evaluations pointed this out as well—we need to do more in information dissemination. We are

doing an awful lot of work in the Agency, but getting information on what we are doing in WID out to the field and to the public, is an area we have to upgrade.

Another area that we need to work on is our ability to analyze the specific needs of our direct and indirect beneficiaries. It is very hard to quantitatively analyze just what we are doing. That is something we are working on and will continue to work on. I think the Agency has to continue to train at present levels because that is the key to improving our overall activities.

Mr. EMERSON. In that regard, what is the most effective way to train A.I.D. personnel about the role of women in development?

Ms. DAVIES. The other 18 or so donor country organizations with counterpart offices are all involved in some form of training. Some donors have borrowed our training models, in fact.

We have come to the conclusion that the only really effective way to train is sector-by-sector, and to train those senior-level personnel and program and project officers that can have an impact. It must be a very high level of training; very specific, very intense, very participatory. It is the only way that program and project officers and professionals in the Agency can effectively deal with the complexities of the issue. Some organizations have had more of a sensitizing training program, introducing the idea of women in development, for example, but it is our view that we really need to keep it to a very high level of specificity, by sector.

Mr. EMERSON. Thank you very much.

Ms. DAVIES. Thank you.

Chairman LELAND. Mr. Dorgan.

Mr. DORGAN. Thank you very much.

I wanted to follow up on the questions the chairman was asking. It seems to me that if somewhere around 15 percent of your folks are trained to be sensitized to the world of women in development, that compares unfavorably, for example, with what I understand our neighbors to be doing. Canada, for example, has achieved 85 percent, apparently with less specific training but broader training of their folks in women in development issues. Do you think it is not important to consider perhaps fewer specifics in the training and a broader approach to the training at this point, especially inasmuch as if you train at the rate of 100 a year, you still wouldn't have your folks trained by the end of the century?

Ms. DAVIES. One must look at the numbers first, the total numbers being trained. The figure given was around 2,000. I think at this stage we need to concentrate on the areas of agriculture, natural resource development, and private and small-scale enterprise development. Those are the key areas. Health, nutrition, and population are areas that I don't think we need to devote a lot of attention to right now.

Mr. DORGAN. Why? Would you tell me why you don't feel that it is necessary to provide the attention on health, nutrition, et cetera?

Ms. DAVIES. It is not that it's not important, and I didn't mean to imply that, but those are areas that are working in the women in development area daily, just by the nature of the problem, and in fact are really quite effective. Our major concern is, are we integrating women appropriately enough in the agricultural projects

that A.I.D. is doing, or in the natural resource areas? That is where we have realized the most progress in understanding and integrating the issue, and where we need to put our most emphasis.

Again, I think that specificity in training is really very important. I mentioned the complexity of women in development and gender issues. A.I.D. and A.I.D. employees want to do even better than they are, but it is so complex that they really do need training. While we could, of course, have a generalized or introductory women in development training program, I really think the key lies in more specific courses.

Mr. DORGAN [acting chairman]. I would like to follow up on the questions, but we do have a vote, and the committee will stand in recess for 10 minutes while the vote is in progress, if you would be able to stay with us.

Ms. DAVIES. Yes.

Mr. DORGAN. All right. The committee will be in recess.

[Recess taken.]

Mr. DORGAN. The committee will be in order.

The other members are finishing the vote, but I wanted to follow up, Ms. Davies, on a couple of questions that we were beginning when we broke for the vote. I think you were in the middle of answering a question.

I was asking the question about whether we ought not be training more, perhaps with less specificity as you suggested, training more so that we get closer to between 50 and 80 percent of our people trained in this area, as opposed to the 15 percent which we now have, and I compared that with the Canadians who have trained 85 percent of their people to be sensitized to women in development issues. You were answering that question.

Ms. DAVIES. I guess the bottom line is that we think we need to continue with the kind of specificity that we have been pursuing. In fact, the Canadian training program was borrowed from the original training program that we used at A.I.D. It is still very good and other donor organizations are still using it.

It is our feeling, however, given the level of involvement and the range of issues that we deal with at A.I.D., particularly in the areas of agriculture and natural resource development, we must concentrate first on those very important and critical sectors at an intensive level. Projects will be better, once those who write the projects understand the constraints to women and the barriers for entry of women into productive areas such as credit programs, for example. Because these issues need to be explained in a very intensive program, I would prefer to continue with the strategy we are pursuing.

Mr. DORGAN. But do you understand that the view of some of us on this committee is that there is some foot dragging perhaps going on? You certainly don't achieve the kind of effectiveness that you could in an agency the size of A.I.D. that has allocated only $2 million to the women in development issues, and also one in which you have only 15 percent of the staff trained, and at least at the current rate would not have the rest of the staff trained until after the turn of the century. I mean, some of us would say maybe you need to accelerate that. Maybe you need more money. Do you think

that getting $2 million out of the total A.I.D. budget is sufficient for WID?

Ms. DAVIES. That $2 million only represents what the Women in Development Office itself spends on an annual basis.

Mr. DORGAN. I understand.

Ms. DAVIES. As I explained in my opening remarks, we try to leverage that money with resources from other bureaus and missions. It is very important, when we look at what A.I.D. spends on an annual basis, to understand the difficulties we have in disaggregating what we are spending account by account. However, we do know that Egypt reported about $110 million in WID-related activities last year. Now I recognize that we have a very big program in Egypt, but $110 million is quite significant for women in development. In a very small program like Nepal, the mission has reported about $1.2 million for such activities.

When you look at what we are spending in the Agency overall, it is hundreds of times more than what we are spending in the Women in Development Office. Frankly, the funding of the Women in Development Office is not as much a concern as is the integration of WID issues throughout the Agency. We need to ensure that the Agency spends its money more appropriately and efficiently on WID issues and in integrating WID into our programs.

Mr. DORGAN. The point I was trying to make is, the amount of money in the WID office determines how much you can leverage, and it reflects the priority of the Agency itself, and it seems to me that with the 15 percent level and with some of the questions that we have here, that it may be that this is not a priority at A.I.D., or at least not the kind of priority we think it should be.

Let me ask, in terms of priorities, 6 years ago when the Women in Development policy paper was issued by A.I.D., the suggestion was made that the data collection should be broken down by gender, and yet 6 years after that suggestion there is no such policy. Also, last year I believe you testified before this committee and suggested one of the biggest obstacles was the lack of disaggregated data by gender.

I feel this situation deserves a policy response by A.I.D. but the question is, Why has A.I.D. itself not mandated the disaggregation of that data by gender?

Ms. DAVIES. In the socioeconomic sections of A.I.D.'s handbook that explains the project process, the collection of disaggregated data is specifically encouraged. This is being done on a very significant level now, much more so than it ever was 6 years ago when the policy was brought to bear, or even 2 years ago. However, it is very difficult to collect data at all stages of project development.

There is now more data available in country and project, and the program proposals from the field are disaggregating that data at a much higher rate than ever before. A great deal of our technical assistance to the field is to help them with that disaggregation issue. We recognize that this is a very complex undertaking, and more needs to be done. This is one of our priority areas in A.I.D. right now.

Mr. DORGAN. Do you find yourself at all in disagreement with the policies of A.I.D? I mean, is there an internal struggle going on there?

Ms. DAVIES. No.

Mr. DORGAN. Are you in complete concert with the priorities and——

Ms. DAVIES. No, I am responsible for articulating A.I.D.'s WID policy.

Mr. DORGAN. I understand, but there is no struggle and no differences in opinion about policy and priorities, and you are completely in sync with what is happening at A.I.D. at this point. OK.

Let me just finally, Mr. Chairman, ask what you are doing in Haiti at the moment. The chairman and I were in Haiti and we saw examples of exactly the kind of thing that some of the background material for this hearing talked about—the women walking up and down the roads, the rural roads of Haiti, carrying fuel wood on top of their heads, deforesting the island, and consuming the better part of their day just out gathering wood for fuel.

We saw also in Haiti, I think, a wonderful project that A.I.D. was at least peripherally involved in, a hog project way out in the rural areas which represents I think some of the best of what we can do. These were principally women involved in development with a hog project, to try and breed a sow and create a litter of pigs for 17 or so families. It is a very small project but one in which they had a great deal of pride.

What is happening in Haiti at the moment? What are you doing in Haiti?

Ms. DAVIES. I don't have any projects in Haiti at the moment out of the Women in Development Office budget. The mission may have some projects that are ongoing, but given what is happening down there, I have not sent any cables recently to ask for an update. I will be glad to do that for the record.

Mr. DORGAN. Would you do that?

Ms. DAVIES. Certainly.

[The information referred to above appears at the conclusion of the hearing.]

Mr. DORGAN. What about in Central America, in the refugee camps in Honduras, Guatemala, in those areas? What kind of work are you doing there?

Ms. DAVIES. There are quite a few programs ongoing right now in Central America, most of which are being funded almost totally by the missions themselves. I would be glad to give you the specifics on that for the record.

Mr. DORGAN. I would appreciate that. I guess the reason I asked the question is, I think to underscore what this hearing is all about—the need to involve women in development programs, and involve them in a very important way. I think development programs that are run by men, for men, around the world ignore a fundamental need in many of these less developed countries, and I think all of us who have visited those areas understand why this reemphasis is necessary—women in development.

To the extent that A.I.D. is not moving forward quite as rapidly as we would like in offering more generalized training so that all of its employees are sensitized to women in development issues, we are concerned. This is the reason for the development of the legislation, and it is the reason many of us are a little perplexed and a

little disappointed at not receiving the kind of favorable response we would have liked from A.I.D.

Thank you.

[The information referred to above appears at the conclusion of the hearing.]

Chairman LELAND. Not only favorable response but enthusiastic support. [Laughter.]

The gentleman from Michigan, Mr. Upton.

Mr. UPTON. Thank you.

Sorry I am a little bit late. I am going to take a careful look at your testimony when I get back to my office shortly, but I just have a couple of questions that I would like answered. In looking ahead to the testimony by Elise Smith, who is going to follow you, I believe, she actually commends A.I.D., and I quote her: "We have a longstanding partnership with the Agency for International Development, and over the years have worked closely with the Office of Private and Voluntary Cooperation." I think that is a nice, nice plug, and I would assume that you would have similar things to say about them—is that right?—with regard to this relationship.

Ms. DAVIES. Yes. The Overseas Education Fund (OEF) has been one of the finest organizations with which we have worked in the women in development field, and we have a good relationship with them.

Mr. UPTON. One other question: I know that currently out of A.I.D.'s budget, $2 million is used for women in development. Is that right?

Ms. DAVIES. The Women in Development Office Budget is $2 million.

Mr. UPTON. Is $2 million, that's right.

Ms. DAVIES. Yes.

Mr. UPTON. But at the same A.I.D. is responsible for getting funding from other sources to supplement that $2 million. Is that correct?

Ms. DAVIES. Many of A.I.D.'s programs already incorporate women in development. I explained before you came that there is some $100 million in the Egypt portfolio for women in development activities, for example, and another $1.2 million in Nepal, so the Agency is spending much more than it appears when looking only at the Women in Development Office budget. I would say, virtually every single country has specific activities that involve women in development and can pinpoint funds for women in development.

Mr. UPTON. Would it be possible for the record later on to submit the various earmarks from the various programs with a total, showing the full range of funds from the other programs?

Ms. DAVIES. We can certainly give you a sampling, and I think that would be the best thing to do. One of the biggest difficulties we and all donor organizations that work on women in development have is the precise disaggregation of moneys for women. An example which I often use pertains to an ORT project in Guatemala. Part of that project was a $100,000 study on the effects of carbon monoxide from cooking stoves on pregnant women. It is very difficult for A.I.D. or any organization to try to determine indirect benefits to women. In this case, the mission decided to continue with the study, but how do we attach a dollar amount to

that? It is obviously very difficult, so I would prefer that we give you a sampling.

Mr. UPTON. OK.

Ms. DAVIES. It would be much easier.

Mr. UPTON. Thank you.

Thank you, Mr. Chairman.

[The information referred to above appears at the conclusion of the hearing.]

Chairman LELAND. I thank the gentleman from Michigan.

Ms. Davies, in A.I.D.'s response letter to Congress you mentioned that A.I.D. has been providing biennial reports to Congress since 1978 on its women in development efforts. I understand, however, that A.I.D. has not submitted a report since January of 1986 and that that report was several months late. Could you explain the status of A.I.D.'s reporting on women in development?

Ms. DAVIES. Yes. The last report submitted was the 1984 report that was submitted in April of 1985. To explain why it was late, I suppose I should put the onus on me. That is a very difficult and lengthy process for us to undertake and the few month's delay was due to printing.

We have not seen since that time any language in a continuing resolution, authorization or report language that required another report. I made the decision, because of the time and expense involved in an annual report, not to devote staff time and resources for this purpose until or unless it was requested by the Congress. It is not that we are trying to keep something from the committee or from Congress, it is simply that we felt our resources could be more effectively used in more operational endeavors.

Chairman LELAND. As I understand it, in the letter you pointed out that you do biennial reports, not necessarily by requirement, but that is what you do.

Ms. DAVIES. When required, we have done them. I did not do one this last period. It was not required.

Chairman LELAND. Would you want us to require you to do that?

Ms. DAVIES. I would rather you didn't. [Laughter.]

Chairman LELAND. In its official response to the bill, A.I.D. has stated that identifying obstacles to including women in development projects would place cumbersome administrative requirements on the Agency, yet in A.I.D.'s own women in development policy paper there is a requirement for all project identifications and planning documents to, and I quote, "explicitly describe strategies to involve women, benefits and impediments to women, and benchmarks to measure women's participation." Could you explain why the Agency is opposed to a requirement which is already written into its own policy paper?

Ms. DAVIES. Our primary concern with the language is that it would require such analysis across the board and, in some projects or programs, it would be entirely inappropriate, such as in cash transfer activities, or commodity import programs, for example. In the majority of A.I.D.'s projects, however, we are certainly in agreement that we should include such analyses and strategies.

Chairman LELAND. The gentleman from Minnesota, Mr. Penny.

Mr. PENNY. Thank you, Mr. Chairman.

I wanted to find out a little bit more about funding levels presently as compared to those required in the bill. Maybe you have addressed this with other members and if so, I apologize, but for my benefit, could you run down for me the funding levels that are committed to development projects primarily focused at female populations currently, as compared to those that we would require under this bill?

Ms. DAVIES. The women in development budget is $2 million a year. I explained earlier that the amount of funds allocated to women in development far exceed that amount, in fact, hundreds of millions of dollars is being channelled within A.I.D. for women. I told Congressman Upton that we would provide a sampling of some of the funds that are spent, by country. Does that answer your question?

Mr. PENNY. What was that last part, again?

Ms. DAVIES. I will provide a summary of some of the countries and the amounts of money spent.

Mr. PENNY. And you have submitted——

Ms. DAVIES. I will submit that.

Mr. PENNY. Yes, that would be helpful.

I have seen statistics that indicate that currently about 21 percent of the participants in training programs are women, and even less, I believe, in Asia, but I think worldwide it is 21 percent. What projections do you have to share with us about the ratio between men and women in those training programs in the coming years? Are we going to approach a time when those dollars are somewhat evenly distributed or those numbers are somewhat evenly balanced?

Ms. DAVIES. In the participant training program, and I believe that is what you are referring to, A.I.D. has reached a 25-percent level of women's participation in 1987. The figures for 1988 are not in yet.

I think it important to point out that, in the area of U.S. agricultural training, for example, 35 percent of the total trained in the area of agriculture were women. In 1987, the overall agricultural training total was 61 percent women, which means that in that particular sector we have exceeded 50 percent women in U.S. training, which is a critical area for A.I.D. and one that we have been trying to increase.

I think that shows very significant progress. Overall the level is 25 percent; but in Latin America we have reached 35 percent, so in some areas it is stronger than in others.

Mr. PENNY. Yes, and can you explain the factors that come into play? I mean, is there something about cultural factors or developmental emphasis in certain countries that is going to make it difficult for you to get a balance between men and women in the training program?

Ms. DAVIES. Well, unfortunately there are certain circumstances that present difficulties because of social constraints. I think the Agency is doing extraordinarily well in trying to overcome these problems. There is a great deal of the policy dialog going on between the host government and our mission directors on this issue.

There are other constraints, one of the most important being that often women cannot come to the United States for long peri-

ods of time for postgraduate studies. That happens to be a significant economic and social constraint. In certain populations, that problem is worse than in others.

When A.I.D. looks at its total U.S. participant training numbers, we see that about 17,000 people came to the United States in 1987 for training, and out of that number, 25 percent are women. We do not count in those figures third country or in-country training. Many other countries include those figures when they calculate their percentages in the aggregate. Ours may not appear to be as high as other countries, but we only use U.S. training in our figures.

As an example, our Indonesia mission will be supporting 40 graduate degree training programs for women this year in the United States. In addition to that, 20 women will be trained in-country at the master's degree level, but we will only count the 40 engaged in U.S. training programs.

Mr. PENNY. Do you have those numbers with you today about in-country training, short-term training, or can you get that for us if you don't have that with you?

Ms. DAVIES. I can certainly get it for you, yes.

Mr. PENNY. I would appreciate that. I think it might be helpful for us to look at the numbers and identify where the greatest progress has been in terms of incorporating women into the training program.

[The information referred to above appears at the conclusion of the hearing.]

Mr. PENNY. In reading your testimony, it seems to me your main objection to legislation of this sort is that you don't want an earmark for particular population groups. On the one hand, your agency is under a mandate to incorporate women into the training programs and into the other assistance programs, but the Agency seems to hold a strong view that that should be an outcrop of legitimate and defensible development projects and not something that we have a specific earmark to achieve or a specific quota to achieve.

Maybe you could elaborate for me a little bit about how it could be a hindrance in a country to put an artificial target for A.I.D. money or some quota of participants for a female population, and how that might, in your view, be a negative in terms of your overall development efforts in that country.

Ms. DAVIES. It is very difficult for us to reach a certain target country-by-country or region-by-region. While I am not saying that A.I.D. would not pursue this objective as vigorously as it could with the host government, there are certain constraints within each country that may prohibit us from achieving proportionality targets. Under some interpretations, we could be breaking the law if we didn't meet such targets, so I think the Agency is somewhat concerned about that prospect.

Mr. PENNY. Is your concern that you might spend money in a less cost effective way or achieve less benefit for that country and its population if you had to dedicate a certain amount of your resources to one area at the expense of another type of investment that might produce better results?

Ms. DAVIES. I suppose that is possible.

Mr. PENNY. I am just trying to sort through what objections you might have. What about—there was one other point that I wanted to reach. Mr. Chairman, I've lost it.

Chairman LELAND. Don't make such a broad, sweeping statement. You just forgot one point. [Laughter.]

Mr. PENNY. Yes. I've lost the point that I was reaching for.

Chairman LELAND. Ms. Davies, you suggest that if this legislation is passed, you might be mandated to do something that would cause you to break the law. Are you familiar with the fact that we have given you latitude in the legislation that would allow for you to escape that restriction? That if in fact you can't meet the requirements of the legislation, then you are not mandated to act, but must simply explain why you cannot reach the targets?

Ms. DAVIES. We recognize that, in fact, there are a number of cases where we are not going to be able to achieve targets or disaggregate information as fully as we would like. Our objective, as reflected in our own policy, is to ensure that these issues are explained fully in relevant project documents. That is why my office is involved in reviewing those kinds of documents, and goes to project review meetings. We need to ensure that these kinds of questions are fully addressed.

Chairman LELAND. But is it not true, though, in a direct response to Mr. Penny, if I can put you on the spot, that A.I.D. really just does not want us to mandate you to do this for women in development? You don't want us to earmark moneys that you might spend for other projects, not because you are opposed to doing something for women in development, but because you just don't want us telling you where to spend your money?

Ms. DAVIES. There is a problem whenever we have an earmark, and again I emphasize that this problem is not limited to women in development. It is necessary that, when we must add to some program, some other program will be cut. That is standard, and is not related to the women in development issue.

Chairman LELAND. Well, let's talk about the general issue there. Earlier this year we had the fight to try to restore $85 million to aid for Africa, where the Appropriations Subcommittee on Foreign Operations had deleted or advocated that we not spend more than $500 million. We had to fight to get the extra money and we found that money somewhere. Africa will be better served, U.S. A.I.D. will be more effective because the congressional mandate dictates that there are more moneys available for development.

The same thing could possibly be true here, don't you think? When Congress acts we tend to take a long look, a very deep look into problems, and we respond by helping you to resolve some of those problems. Sometimes we have to fight administration policy, because administration policy—which is what you are under mandate to follow, I might add—sometimes administration policy is not necessarily what the American people want and it certainly is not sometimes the right thing to do. Therefore, we have to go counter to administration policy in order that we achieve the desired goals.

I am sure that if I asked you personally how you felt about what we should do for women in the Third World, you would probably suggest that we ought to go full force and do what is necessary. If I can just share a confidence that is now released because the gentle-

man is not in office now, there were various times when I met with Mr. MacPherson when he headed up your Agency, and he would share with me certain things that we ought to be doing as Congress but he couldn't advocate because he was head of the Agency and the administration would cut his head off. You and I have to get together and talk about those kinds of things. [Laughter.]

Anyway, that is an editorial comment that I just wanted to make. Ms. Davies, thank you. You have been very kind and cooperative. I wish that you would convey our sentiments, our very strong sentiments, to those policymakers who we mentioned earlier. We are very disappointed that they did not come to exchange ideas on this piece of legislation, or the general concept of the legislation, and to even discuss philosophy about what we feel and what the administration feels in these areas, even if it is just to discuss earmarking and mandated policy by the Congress.

Ms. DAVIES. Thank you very much.

Chairman LELAND. Thank you very much.

The committee will now hear from two expert witnesses, expert on a number of issues central to our examination of the meaningful integration of women into our development programs. Elise Smith is the executive director of the Overseas Education Fund. Ms. Smith is well known in the development community for her many contributions to improving the quality of our assistance efforts, and for her articulate advocacy of policies and programs designed to bring women into the center of our assistance programs. OEF is active in a number of developing nations in the Caribbean, Africa, and others, concentrating on female education programs. Ms. Smith has testified before the subcommittee previously. We welcome her back.

Jodi Jacobson is a senior researcher at the Worldwatch Institute and is co-author of the Institute's current major publication, State of the World: 1988. The Worldwatch Institute is an environmental, energy development, research organization whose work is well known here on Capitol Hill. Lester Brown, Worldwatch president, has testified before the select committee on the environmental decline threatening sub-Saharan Africa. Ms. Jacobson is an expert on population issues and has recently researched a number of women in development topics.

Let me mention that Ms. Margaret Lycette, deputy director of the International Center for Research on Women, was scheduled to join this panel today. Ms. Lycette was delayed in her return from Kenya and cannot be here. Her testimony will, however, be included as part of the hearing record, without objection.

We welcome both witnesses, and thank you so very much for being here with us today. Ms. Smith, if you could proceed with a summary of your statement, we will enter your entire testimony into the record. Following Ms. Jacobson's testimony, we will then have questions for both of you. Thank you. Ms. Smith.

STATEMENT OF ELISE SMITH, EXECUTIVE DIRECTOR, OVERSEAS EDUCATION FUND INTERNATIONAL

Ms. SMITH. Thank you very much, Mr. Chairman, members of the committee. I appreciate the invitation to be here today and pro-

vide some comments on A.I.D.'s efforts to integrate women into development and on H.R. 4049. As many of you probably know, the OEF has worked in over 50 countries, is over 40 years old and actually arose out of the League of Women Voters of the United States.

We feel that this coming decade is providing some opportunities that absolutely need to be taken advantage of, as we look to new forms of development cooperation and we look at the historic movement of women and women's roles across the world. Because of the United Nations Decade for Women, it has been well documented what women can do in the developing world, and now we have an agenda that we can work on together. For the first time I think there is a possibility to mobilize women at a level that has never been done before. I think A.I.D. and our country has a major opportunity in terms of what we do, to make a strong women in development implementation program.

Other things are happening that are exciting too. I want to mention the UNDP has set up a division for women in development in 1986 to ensure that women will play a greater role in UNDP activities. You have the African Development Bank that is calling on WID experts to help them develop a policy for implementation. You have the legislation that was passed in Congress on the African Development Fund which highlights the integration of women in development as being critical; it also calls on multilateral banks to be more effective in getting women involved in development among the borrowing countries.

So what we are talking about here today in this legislation is another giant step forward, I think, in terms of what the Agency for International Development has the possibility of doing. OEF has had funding, as you know, from A.I.D., both the Private and Voluntary Office, the Women in Development Office, field missions overseas, and various regional bureaus. That, along with private funding, has helped us to be able to implement strong socioeconomic programs for women.

So, while commending A.I.D. in terms of its 1982 policy, which really put us at the head of donor nations in terms of an all-encompassing policy, focusing on the economic strength of women, if one looks at the history of the implementation side over the last years, there are areas where there are major gaps. We feel that the time has come to really help move ahead and close those gaps in terms of implementation of that policy.

I am going to talk about three things specifically that the legislation takes a hard look at and proposes some strong action on, that we, out of our experience, think are very important if we truly want to implement our WID policy. The first is A.I.D. mission technical capability. I am going to speak to that, to sex-disaggregated data, and to accountability.

In terms of mission technical capability, in 1984 I testified before the Senate Foreign Relations Committee on the impact of the Percy amendment. At that time I had proposed that the technical capability of A.I.D. missions and the officers in the field to integrate women into their programs ought to be strengthened. I suggested that the qualifications of the women in development officers also be given scrutiny.

A.I.D.'s policy paper says the same kind of thing. I think, Mr. Chairman, you also mentioned that, and yet our field people find all too often when visiting A.I.D. missions that the women in development officers have very little experience, a limited mandate, and very little visibility in the mission itself. We believe at OEF that it is essential to raise the stature and the qualifications of those WID officers at the field level, and we believe that relevant mission personnel must be trained in how to integrate women into the country programs, plans, and resources.

If you look at the area of sex-disaggregated data, we all know it is difficult to design, monitor, and evaluate the integration of women into development programs, if the data is not disaggregated by sex. Again, the policy paper underscored the similar importance of getting this disaggregation by sex data collected for A.I.D.'s country strategy, the formulation of their plans, their project identification, project design, and all through the life of the project, while it is being monitored. I know that there is some data that is disaggregated in some projects, yet, there is no systematic effort being made across the Agency to make that a much more formidable part of the data needed to do good development. So, to us, this is a key factor if you really want to have some exponential jumps in development through women's participation.

The third area is accountability, and accountability is very critical. There are not sufficient mechanisms in the Agency to ensure that the women in development policy is being implemented at the level that it ought to be. Since it is no longer required to submit biennial reports to Congress, it is difficult to know the extent of the women in development activities. I believe that A.I.D. would benefit from a system for tracking progress on WID issues. They need uniform criteria for measuring progress. Even now, it is very difficult to compare programs from region to region and country to country.

One part of your bill, H.R. 4049, talks about what I consider to be a key provision, which is the establishment of a high-level women in development task force to oversee the implementation of this act, and to assist missions in developing WID strategies and developing a really good system of accountability. I would even probably go a little further than you go, Mr. Chairman, in that I believe that that task force ought to be chaired by a deputy administrator of A.I.D. and include at least one assistant administrator, as well as women who hold senior positions, because the creation of this task force, with top management in it as well, will demonstrate A.I.D.'s commitment to the women in development policy.

So for these reasons that I have highlighted, the bill has enormous importance. I would also like to mention a couple of other provisions in the bill which OEF supports. I want to reiterate a point that I was going to make later, that while I am here speaking as OEF, I am also here representing 18 agencies besides OEF, most of them members of InterAction. These include Save the Children, the Experiment in International Living, CARE, and AFRICARE.

In addition, we have major national women's organizations that are supporting what I have just talked to you about, and that includes the AAUW and the Business and Professional Women, so there is a real acknowledgement by key development PVO's and

some major women's organizations that what you are doing is important. The kind of testimony that I am giving hopefully will also add to your own thinking on this.

I was going to mention two additional provisions in the bill. I wanted to mention the support that we believe is important for UNIFEM and INSTRAW at the U.N. We support the $10 million recommended in the legislation for UNIFEM. It is the only fund in the U.N. system for a development cooperation channel for financial and technical assistance to urban and poor women. INSTRAW, of course, is the research arm for women.

OEF's strategy, by the way, in terms of trying to help support what you are trying to do and to move forward the implementation of this bill, is that we recently organized a meeting of the Coalition for Women in Development, which is a major group of women's organizations and individuals in the United States. Seventy people came together for that. They are going to mobilize their membership in support of this bill. Our board and trustees and a National Women in Business Committee which is in five major cities of the United States are also going to support the bill. We are also going to work with InterAction, which is the coalition of PVO's, and its Women in Development Subcommittee. So we are gearing up at our end to continue to support the efforts and ideas contained in the bill.

One of the other things that I did want to mention is that I was pleased to learn the House Subcommittee on Foreign Operations agreed to statutory and report language on women in development which addresses all the key sections of H.R. 4049. This is an important and positive step. I was, however, disappointed that some of the report language was not stronger, and in particular that the creation of a WID task force was not called for to serve as this high level focal point for monitoring and evaluating the implementation of the WID policy. But on the whole the Foreign Operations Subcommittee action is positive and I commend them for their initiative.

I do look forward to working with the select committee, the appropriations committees, and the administration to ensure that we truly do have a strong implementation of the women in development policy and that the legislation that is enacted in the future will indeed be able to do that. I thank you for the opportunity to testify today.

[The prepared statement of Ms. Smith appears at the conclusion of the hearing, see p. 120.]

Chairman LELAND. Thank you very much.

Ms. Jacobson.

STATEMENT OF JODI L. JACOBSON, SENIOR RESEARCHER, WORLDWATCH INSTITUTE

Ms. JACOBSON. Thank you very much for having me here today. I appreciate being here and I fully support the initiative that you have introduced, the Women in Development Act of 1988.

As you mentioned, I am a senior researcher at Worldwatch Institute, and I have been working most recently on the issue of women's rights under the law worldwide, with a particular focus

on agrarian societies and how changes in agrarian societies are affecting women. I have also looked at the relationship between women's lack of empowerment and issues of poverty, hunger, and environmental degradation and how current development strategies have affected these issues.

I know the committee has heard a lot of testimony of late about the role of women and the different kinds of things they do, and the proportions of their activities in the different sectors of the population, particularly in agricultural and informal economies, so I won't go through those things again. But I did want to say that I fully support what Ms. Smith has said in all of her points, and I would like to address one of the major points that was made by Ms. Davies, which is that it is very difficult to get to women and it is very difficult to address their needs.

That is true, but in my research I have found, both in the traditional development strategies pertaining to agriculture and A.I.D.'s approach to privatization of agriculture, that the projects they have developed have had adverse, not benign, effects on women and their role in those economies. So while it is true that it is more difficult to reach women, by not trying to reach them we are actually affecting them adversely. Changes in land use that adversely affect female farmers, inattention to the kinds of crops one plants, inattention to the kinds of technologies they need in terms of labor-saving technologies, and inattention to the types and quality of off-farm employment that women need are products of many of the A.I.D. projects that I have looked into.

One of the reasons that we have seen these adverse effects on women is that these projects do not base the scope of the projects themselves or how they are developed on solid data. I cannot stress how important I find the issue of sex disaggregated data in the whole issue of development. Particularly in another area that I looked into, which was family planning, I found that data on the family planning issue was so critical to the success of family planning programs, and indeed the same thing is found in agricultural projects. You have to know who you are helping and how to help them in order to spend your money wisely.

Often it has also been found that the data that is available isn't influencing project design. That signals to me a lack of commitment in the formulation of those projects to reach women. Women themselves are not being asked what needs to be done, and that is really very troubling because we are looking at half the world's population. We are looking at a very significant part, and I have to really question the whole debate about the $10 million floor for the Women in Development Office because if the money is being taken from somewhere else, taken away from some other project, as Ms. Davies said, then I would say that over the past three decades of development assistance we have been denying that money to women in order to put it somewhere else. I don't think that we ever asked the question, "Should we spend $10 million in development on men?"

In saying those things, and again in supporting my colleague here, I would like to say that I think the Women in Development Act of 1988 is a very good first step in making U.S. foreign assistance go further to alleviate absolute poverty in the Third World,

and it should be made law. It addresses the needs for information, diverse sources of input in project design, proportional representation of women in the sectors where they contribute to the economy. It also addresses the training needs of development planners in issues that they are otherwise unfamiliar with and, most importantly, it provides for accountability throughout the entire Agency. That is most important because otherwise we end up with another program that is in a separate office, and I think from A.I.D. to the World Bank we see that unless from the chalk board onto the field project level things are incorporated throughout the Agency at every level of policymaking, they simply will not get done.

In closing, I would just like to make one point about proportional representation. While proportional representation of women in their particular sectors is very important, I would hope that it would not be used to close off avenues in development projects in sectors where women are not now traditionally represented, and wouldn't keep them from moving, as economies change, into other sectors of employment.

I believe that improving the status of women and, more specifically, reducing their economic dependence on men, is a crucial aspect of development. Until female education is widespread and until women gain at least partial control over the resources that shape their economic lives, high fertility, poverty, and environmental degradation will persist in many regions of the world.

I thank you for having me here.

[The prepared statement of Ms. Jacobson appears at the conclusion of the hearing, see p. 129.]

Chairman LELAND. Thank you very, very much, both of you, for your testimony.

Before I proceed with questions, let me acknowledge the presence of students from George Mason High School who have come to see today's hearing. I understand that they have been studying the issue of women in development. I appreciate their joining us today, and I hope that this has been a meaningful experience for them. We welcome you. Thank you very much for coming.

Let me also advise the students that your presence here has been duly acknowledged in the record, so you are an official part of this hearing today, and we appreciate it. Maybe at some point in the future, once you have done your research, we will call on you to come and testify before this committee, to let us know what your findings are, too.

Let me ask Ms. Smith, from your discussions with others in the development community, what has been the reaction to H.R. 4049? By the way, I appreciate the laudatory comments that you have made, and I know that my colleagues who have signed on to this legislation, especially Mrs. Schroeder, truly appreciate not only your comments but also the support that Ms. Jacobson gave in her testimony.

Ms. SMITH. Well, I think my colleagues in the development community, and particularly in the PVO community, have recognized that since many of their beneficiaries, are women, this legislation represents a very important step in terms of trying to have an A.I.D. policy that turns around the way the implementation of women in development policy has been in the past. I think they

recognize that unless there is some impetus from outside A.I.D. to do more for women in development, it is not going to happen.

I would say that in terms of the national women's organizations, their agenda which has previously been primarily focused on disarmament, security, and peace issues, is more and more including development because they are seeing the link that it has to everything else. This legislation is going to be on many agendas of more major women's organizations. However, in the development community this is considered significant legislation.

Chairman LELAND. Well, let me ask you, on the other side of the equation have you heard of any real opposition to the legislation, other than from A.I.D?

Ms. SMITH. I suppose there might be. I can't speak for every agency in InterAction. There might be a few that wouldn't necessarily wholeheartedly endorse it because they might think there is some micromanagement in it, but those would be agencies that haven't been involved in women in development at the same level the majority of the InterAction agencies are. I would say that there is no major objection that I have heard from the PVO community about the legislation. I think that the primary place you hear of problems are from within the agency itself.

Chairman LELAND. Which is rather understandable.

Ms. SMITH. Yes.

Chairman LELAND. As you are aware, H.R. 4049 calls for including women in U.S. assistance programs either at their level of traditional participation in the targeted activity or their proportion of the population. Do you support this approach?

Ms. SMITH. I support that, and I see it as a goal, not a quota system. It is like targeting. I think that if we don't set some targets, we have no way to say that we are really trying to achieve greater participation of women and really set ourselves a goal to achieve. So, yes, I do support that provision entirely.

Chairman LELAND. What do you see as being a reasonable timetable for A.I.D. to reach the levels of participation of women outlined by this legislation?

Ms. SMITH. Now that——

Chairman LELAND. Yesterday?

Ms. SMITH. Right, yesterday is the first answer. Five years ago would even be better. However, I do think that there is a lot that can be done in the next year to put into effect the beginnings of implementation of the different pieces of the legislation. I am sure it will take more than 1 year to really see the consequences of this. But, if we begin in the coming year and we look to, say, the next 3 years to see how far we can take each of those items and make real change occur, and it is implemented from the top to the bottom of the agency, you are going to see some changes when people come back here to report. Getting your required reporting, I think, is critical.

Chairman LELAND. Ms. Jacobson, I understand that you have reviewed our legislation on this issue. Could you tell us if you feel that the bill would constructively address some of the basic problems with the agency that you have identified?

Ms. JACOBSON. Yes, I do. I think, as I said, among the most important things for me is the issue of getting enough data to know

how to design programs that really approach the problems that we are looking at, not only within the specific project purpose, as I have seen A.I.D. identifies, but within the longer term socioeconomic goals at which we aim our foreign assistance. I think that it is very important to have data and to have a program against which you can measure your progress over time.

I don't think that we can look forward to making many positive changes for women over time if we don't begin to learn what their needs are from the source. I think this bill really does go very far in doing that. It is quite progressive in that way, actually, and I don't think it will burden the Agency unduly in terms of data collection—it is a change the Agency has to make and, from what I have heard from Ms. Davies, the Agency feels it has to make it.

But I fear that within the Agency itself and outside the WID Office there are, perhaps, political obstacles and other obstacles that are prohibiting or inhibiting the Agency from moving toward these goals. By having legislation which mandates those things, it allows us to move ahead through the next several years and into the next couple of decades, being assured that politics will not play a role and that indeed the most important aspects of development issues, like poverty and hunger, will be addressed by A.I.D.

Chairman LELAND. How do you believe the Agency's increasing reliance on policy reform efforts will impact women in development?

Ms. JACOBSON. Well, that could go two ways. It depends on what kinds of policy reforms are implemented. I have suggested in some other work that I have done that policy reforms—policy reform strategies by the World Bank, for instance—that they start to use their structural adjustment strategy to pressure countries to liberalize the laws that affect women and to liberalize their own programs that affect women, because yes, there are problems with approaching women in societies where the societies themselves tend to discriminate against women.

I think if A.I.D. uses its policy reforms in such a manner, based on data that it has, knowing what the economic conditions are, to further the position of people in general and the poorest people in general, then those policy reforms will have a very positive impact on development, especially in the agricultural sector. In an agrarian society, what happens at the bottom rungs in the subsistence levels, and particularly because women are in those levels, what happens with women, is very important to the future of that society and also to things like food security and income distribution.

Chairman LELAND. You mentioned that some of A.I.D.'s programs have actually led to an increased workload for women. Can you elaborate on that for us?

Ms. JACOBSON. Yes. For instance, there has been some evidence that in cash crop strategies where A.I.D. is supporting, particularly in Latin America, the switch from subsistence agriculture to cash cropping strategies, there are several effects on women, one of which is that they find themselves providing more labor in cash cropping efforts which their husbands undertake and having less time to meet the subsistence needs of their families which are traditionally their responsibilities, and getting no remuneration for

the labor, the increased labor they are putting into those cash crop projects.

Because there has been less emphasis—but an increasing emphasis—in Africa on cash cropping and modernized agriculture, this same pattern is showing up in Africa, where for instance the scattered introduction of tractors and other labor-saving technologies which save male labor but do not save female labor enables men to increase the amount of acreage that they plant for their crops, but that means that women spend more and more of their time weeding, seeding, and planting those other fields.

It is very important to realize that in agricultural societies, particularly in Africa, things are divided by gender, so what may be good for men may not be good for women, and indeed may not be good for the children that women are responsible for. It is very different from our society in terms of female/male responsibilities, how the family is composed and who sees what their role is in the family situation, so how these things affect women's labor and how they affect women's time budgets also multiply through how they affect children and the status of nutrition for children and those kinds of projects.

Chairman LELAND. I want to get back to some of the social aspects of all of this for both of you, and deal also with impositions, if you will, made by western nations like ours, as well as the influences from the eastern European nations and their influences in the Third World. Before I do that, I would like to call on the gentleman from Minnesota, if he might have some questions.

Mr. PENNY. Thank you, Mr. Chairman.

Ms. Smith, we are debating the idea about the feasibility of collecting gender-based data. Are other groups—you know, A.I.D. isn't the only entity out there that is involved in development projects—are other groups able to collect data in that manner and, if so, how can we share that system with A.I.D. so they can get about the same business?

Ms. SMITH. There are a lot of groups that are collecting data. Whether we talk about some of the U.N. agencies, some of the bank agencies, or some of the countries that are providing development assistance, they are collecting data on women. The PVO's themselves have done their own training of staff to be able to collect the kind of data in country projects that will result in better project design. One of the things I think that would be useful would be to list the different sources that are collecting data within developing countries, that could be mobilized in such so that A.I.D. could take advantage of them. You don't have to go back and reinvent the wheel and do all the basic collection of data, when there are reports that already exist. You know, there are research institutions that are doing that as well, so I think that between both of us we could probably come up with a list for the committee, if you would like, in terms of other sources of information that A.I.D. could use, if they themselves do not have the capacity to collect the data.

Mr. PENNY. If they don't want to collect it themselves. I would guess if these other groups are doing it, and many of these other groups are private organizations that have a tough time raising money—I mean, it is not as if they are flush, but they are doing

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it—so it isn't really a cost factor or it couldn't be a prohibitive cost factor, or they wouldn't bother doing it.

Ms. SMITH. No, it is really the people on the ground, and they have to have the methodology. They have to know how to do it. It is the "how to" that is important, in my mind.

What do you think? I see you nodding your head vigorously.

Ms. JACOBSON. Could I answer that?

Mr. PENNY. Yes. Fine.

Ms. JACOBSON. I just wanted to say a couple of things. The United States has, in some areas, withdrawn from some of the most effective data-gathering organizations. One, for instance, again in the area of family planning, is the UNFPA. The UNFPA mainly gathers data on demographics and population and family planning needs, as well as some health and nutritional kinds of things, and we are now not supporting their efforts in that area.

The International Labor Organization has, for many decades—the ILO—collected data on labor statistics all around the world. One of the problems, of course, that ILO has found is that their definitions are wrong or in the past have been wrong, and they don't capture women in the economy because they defined "labor" in a very narrow way.

Now those definitions are becoming broader, and A.I.D can contribute to gathering better data by doing two things: By contributing to those agencies, we will enable them to carry out their work more effectively, and we don't have to do the burden ourselves. We don't have to hire 100 statisticians for A.I.D., but in addition I think just getting A.I.D. to make a commitment to this through legislation sends a very important signal—that forgetting women is not acceptable, and that sex disaggregated data is very important—and I think that is an important signal to send.

Mr. PENNY. Mr. Chairman, I have one other question. I know we have a vote coming up here.

I know for sure that Ms. Smith talked about this. I can't recall if Ms. Jacobson did. That is, countries where there is a societal or even a legislated impediment to women in the work force or women as recipients of some of these development moneys or development efforts, you touched on trying to overcome those barriers. Just how do we go about that? That is a difficult area. You don't want to shut down all development projects in that country unless they change their laws or their societal habits. What is the most effective way to leverage that?

Ms. SMITH. I think actually my colleague here had mentioned the fact that A.I.D. itself can work with host country governments on a dialog about policies that really inhibit the full participation of women, so there are different levels. I want to mention a very important resource out there. In every developing country there are now groups of women who have formed, who are trying to change policies—policies on credit, family law, ability to own land. This is a phenomenon worldwide.

OEF has been working with an Asian group, helping them set up an institution for all of Asia to advance issues in the law and policy for women. That is happening in Latin America and it is starting to happen in Africa. By also helping support those local groups of women who are both working at the grassroots and are

also advocates in high levels of government, that is another lever we have to help policy reform take place. It is leveraging many things, not just one.

Mr. PENNY. Mr. Chairman. I don't have any further questions. By the way, I found my other question and then I decided it wasn't worth getting back to.

Chairman LELAND. I appreciate the gentleman's recollection. Let me ask you, in the Third World today, there are a lot of different kinds of pressures and impositions that are being made, particularly by the Soviet Union and the United States but even other countries in eastern Europe and the West. Africa and the Third World as a whole are viewed by the administration in an East-West context. To what extent does that exacerbate the problems of women in development?

There is another problem which was raised by the gentleman from Missouri, Mr. Emerson: the problem of Islam and particularly the culture of Islam that imposes not even secondary but tertiary citizenship for women. These two problems that really threaten women's human rights everywhere. Can you comment on this?

Ms. SMITH. It sounds like you are really talking about some of the major forces that can be obstacles for women's advancement worldwide. You know, you can look at it from a pessimistic view, I suppose, but I never do. You mentioned, first of all, the whole East-West issue and how that has an impact on women in development. Out of the Nairobi conference we pounded out an agenda that really required us to come together, East-West, North-South, and that agenda went forward.

Second, we have some changes going on right now between East and West, right? Those have major significance. People talking about Afghanistan are talking about humanitarian assistance supported by Russia and the United States. I can imagine PVO's being part of that, and I can imagine their sensitivity in working with women would be an important ingredient.

In the area of Islamic fundamentalism, we get letters at OEF from Tunisian women's groups who are worried, now that President Borgiba is no longer the head of state—and he was a man who did advance women's rights in that country—about the growing fundamentalist movement—Tunesian women want some skills so they can be organized to maintain the rights that they have traditionally had. It is these movements everywhere, where you have to try to support in different ways the women who feel they are being affected negatively by fundamentalism. How can you help strengthen what they are doing? That is the first thing.

The larger movement of Islam is a bigger issue, and I don't think any of us have all the answers on that, but I do feel that we have some opportunities now because there is so much change occurring in different ways in the world. We must take advantage of all those targets of opportunity. That is what strategies are all about, and what we try to do in our global network.

Jodi, you may have some other thoughts than mine.

Ms. JACOBSON. I would just say that in terms of how the East-West conflict, as such, affects the issue of women, it certainly detracts from putting attention on issues in the Third World that are much more basic to people's everyday lives, such as poverty and

hunger. Also, militarization of course extends budgets, bloats budgets, and makes it difficult for governments—as we are saying now, Where will the money come from?—makes it difficult for governments to see where the money will come from for things like health and nutrition, because they are spending so much on militarization and get into this cycle. I think certainly——

Chairman LELAND. They, like we.

Ms. JACOBSON. They, like we—as I say, they, like we—the East-West conflict and other conflicts in different regions certainly magnify the problem of militarization and the skewed priorities that result from that. I have seen in my research and in the broader research we have done at Worldwatch, that particularly as we see in the United States and the Soviet Union happening now, and in some other countries and regions, we will have to confront the issue of international cooperation beyond borders because we have problems like the ozone issue and other issues that extend beyond the issue of women in development, that mandate international action and international cooperation, and we have seen some recent indications of such cooperation. I hope that for those people who are the poorest, we can also mandate some international action.

As far as religious influences and legal influences, et cetera, those sometimes present a sticky situation. I think that I cannot more concur with Ms. Smith in her comment about helping women, listening to them, knowing what their groups are.

I found in my study of women's legal rights that it is not so much the lack of legal rights everywhere, although there of course is a lack of legal rights and there is not a meshing of constitutional and civil laws; it is the inability of women to bring cases to court, to know what the law means for them, because they are not educated, they don't have the means to hire a lawyer. They just don't have access because they are disadvantaged. I think that providing them with those things, giving them support, and even just their knowing that we are there, but of course giving them financial support is very important.

One point I would like to make on the whole issue of Islam is just to draw a small example from my family planning paper, again to show you how important the issue of information is. In family planning in Pakistan and Bangladesh, in fairly conservative Islamic communities, there was a failure of family planning programs that were based on clinics in cities to get anywhere—you know, to get contraceptive information and so forth disseminated. They didn't know why, so they had a study done to find out what was happening.

Of course, many women in those societies live in purdah. They are not allowed out of the house. They do not go into the markets, et cetera, so they of course weren't coming to clinics. When that program found out that they needed to approach husbands to funnel contraceptive information and supplies to women, they started having success because there were families that wanted to limit the number of children that were there.

It is information, knowing who to approach. It is a marketing strategy, in essence, and we need to know how to market our foreign assistance to the right people. I think we are so much our-

selves an information society that it surprises me how little information we go on when we spend our money across the world.

Chairman LELAND. Exactly. I am going to have to run. Let me say that I really appreciate your testimony, which was very good and very useful. Hopefully it will be also advantageous for the success of the passage of this legislation. Maybe at some point we will get A.I.D. to support us in these efforts, to redesign U.S. assistance efforts so that we can serve women in development in a much, much better way. I know that Ms. Davies couldn't say that, but I know that in her heart she supports our efforts very much.

I also would like for you to think about the Soviet Union in Third World terms, because therein in a very difficult problem, and also I would suggest that the Soviet Union, being the leader of the communist world, has really a Third World status when it comes to development, period, but when it comes to women, even more so.

One last thing is that I at one point was somewhat of a student of the Koran, and found no evidence that women are supposed to be treated as second class citizens. As a matter of fact, it is advocated that they are equal human beings in the Koran, so this incredible interpretation or at least the manifestation of this interpretation that we see in Islamic societies, that women are subject to men's dictates, is really contradictory to the teachings of the Koran itself.

I wanted to make that statement. I want to thank you again, and now I would like to adjourn the committee's proceedings. Thank you very much.

[Whereupon, at 12:35 p.m., the committee adjourned.]

[Material submitted for inclusion in the record follows:]

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

APR 2 1 1988

THE ADMINISTRATOR

April 18, 1988

The Honorable Bill Emerson
House of Representatives
Washington, D.C. 20515

Dear Emerson:

This letter contains the position of the Agency for International Development on H.R. 4049, a bill "To promote the integration of women in the development process in developing countries."

A.I.D. shares the view stated in existing legislation that foreign assistance programs should encourage and promote the participation and integration of women in the development process.

The role of women in development is a development issue, not a women's issue, and A.I.D. has for some time led the way in the integration of women in the process of development. A.I.D. has been in the forefront of the international donor community with the first published Policy Paper on Women in Development, the largest Women in Development office, and the largest reportable allocation of funds for women. We have a forward-looking policy that requires that all of A.I.D.'s programs and projects take into special account the specific roles and contributions of women, with particular emphasis in the areas of agriculture, natural resources and environment, education, and micro and small scale enterprise development. As the new Administrator, I intend to further strengthen implementation of our stated goals.

The proposed legislation, however, is not the best way to further these objectives. As a technical matter, certain provisions of the bill would enact into law actions already being taken by A.I.D. in carrying out the mandate of Section 113 of the Foreign Assistance Act of 1961. To that extent, it is unnecessarily repetitive of existing law.

More importantly, several of the provisions in H.R. 4049 would impose requirements on A.I.D. that are counterproductive.

-- The bill directs A.I.D. to seek to involve women in all phases of its development activities, and to insure that women receive the benefits of assistance, in approximate proportion to their traditional participation in these activities, or their proportion of the population, whichever is higher. It is certainly A.I.D.'s goal to design and implement projects that involve and assist those already participating in a given sector or activity, and to increase the participation of women wherever possible. Imposing an arbitrary percentage on the involvement of women in every case, however, would be socially and economically disruptive. In many countries it could create circumstances that would make it extremely difficult for A.I.D. to carry out its mission. It is unwise to divert precious resources to such an objective.

-- The bill would require that program and project documents in every case identify obstacles to achieving the assistance proportions described above. We object to the imposition of a burdensome analytical requirement for <u>all</u> projects and programs that will be meaningless in certain contexts. Balance of payments or commodity import programs, for example, could not possibly be analyzed for their impacts on specific groups of people. Rather, they redound to the benefit of an entire national economy, and serve to provide leverage for dialogue on macroeconomic policy adjustments. Similarly, we believe that the bill's requirement that the agency and agency contractors collect sex-disaggregated data for <u>every</u> project or program document is overly burdensome.

-- The bill directs A.I.D. to undertake a training program for all of the agency's professional staff in Washington and in the field on strategies for incorporating women in all phases of the agency's development activities. Such a broad-brush program is not best designed to have maximum impact. In the experience of our agency, women in development training achieves by far the most concrete results, and is most economical, when it is intensive and sharply focused, rather than general and superficial, and when it is designed to reach technical experts and other specialists in specific development fields. The agency intends to continue this carefully focused, in-depth approach to women in development training on a sector-by-sector basis.

The proposed legislation also appears to contemplate that A.I.D. will require all universities participating in programs under Title XII of chapter 2 of Part I of the Foreign Assistance Act, and all contractors with the agency, to carry out similarly sweeping training programs. Such a requirement would be impossible for the agency to administer. We are not in a position to demand or insure that every one of the many hundreds of universities and organizations that work on agency programs or receive agency funding establish comprehensive new personnel training programs as part of our continued association with them.

-- The bill sets up a timetable for inclusion of women in the agency's participant training programs which, while perhaps desirable, is unrealistic. The bill provides that no fewer than thirty percent of participant trainees should be women by the year 1990, no fewer than forty percent by 1991, and no fewer than fifty percent by 1992, with approximately equal levels in each region. While the thirty percent target may be achievable, since approximately 25 percent of participant trainees at the present time are women, going beyond this in some regions is likely to require more time or may be infeasible for a variety of reasons. A.I.D. is engaged in extensive education programs involving women in their own countries or in third countries, not taken into account by this provision. But there are areas in which large segments of the female population simply do not possess the educational prerequisites for participant training in the United States. Also, it is impossible in many cultures for women to leave home and travel abroad for any reason. A.I.D. is fully committed to increasing the numerical and geographic representation of women in participant training programs, but feels that these rigid timetables and targets are not reasonable or constructive.

-- The bill includes several directives to A.I.D. primarily addressed to affirmative action or other agency management questions. New affirmative action requirements would not have a direct impact on the bill's stated goal, namely to further the involvement of women in economic development. The agency's affirmative action policy, moreover, is a complex area that ought not be addressed in a piecemeal fashion. The bill would also require additional staff evaluation criteria, and would require the agency to establish an entirely new task force to oversee the implementation of women in development goals within the agency. It is our view that creating an additional level of management within our agency will not enhance the goals of this legislation. Rather, I believe that periodic senior-level staff meetings, chaired by me, are by far the most effective approach both to reviewing our bureaus' and missions' progress,

and to developing our internal decisions for future actions. Questions of appropriate management structure and personnel evaluation criteria are best left to internal agency determination.

-- The bill would amend Section 113 of the Foreign Assistance Act to increase significantly the direct funding requirement for women in development activities. A.I.D. believes that funding for women in development is adequate at the present time. The agency's Women in Development office has had success in creating a much wider impact than its separate funding would imply by leveraging its own funds with ongoing agency programs through the agency's regional and central bureaus. Just a cursory review of our 1986 Report to Congress reveals the success A.I.D. has already achieved in allocating millions of dollars each year to integrated agency projects that have an impact on women either directly or indirectly. It is our policy to integrate gender issues into our project mainstream, not to delineate funds to a single office that is charged with monitoring our implementation efforts.

-- The bill would require annual reports to Congress on A.I.D.'s Women in Development activities. Since 1978, A.I.D. has been providing such reports, at the request of Congress, on a biennial basis. We have not been made aware of any dissatisfaction with these reports. As our authorizing and appropriating committees are well aware, the large increase in reporting requirements placed on A.I.D. in recent years has begun to consume inordinate amounts of agency funds and personnel time. In this context, we believe that an additional annual reporting obligation is unnecessary.

As we stated at the outset, our agency supports the spirit of H.R. 4049, and we intend to continue our work in fulfilling our existing legislative mandate on women in development and pursuing the shared objectives of the Congress and A.I.D. in this area. The proposed legislation, however, traverses ground already covered and sets up new requirements that are not well designed to bring us closer to our joint objectives.

Women in Development is really not a quantitative issue, nor one that can be mandated easily. Success cannot be measured by the amount of money spent or the numbers of women involved in each activity. Progress has been achieved and will continue to be achieved because of the quality of the consideration we give to women's activities and contributions. We are addressing the complexities of integrating women into all of our programs and projects, and we know that our internal management and operational system for accomplishing this is strong and successful.

As Congress further considers the proposed legislation, I hope that our comments will be kept in mind. We want very much to continue to work with members and staff to explore the underlying objectives and issues raised by the "Women in Development Act of 1988." I am confident that we will be able to advance our mutual concern that women not be denied their full share in the process of development.

Sincerely,

Alan Woods

Enclosure: a/s

A.I.D. POSITION ON H.R. 4049

"WOMEN IN DEVELOPMENT ACT OF 1988"

H.R. 4049 imposes an additional set of program and management requirements on the Agency for International Development related to the level and pace of women's participation in economic development. The bill's objectives are already mandated by the Foreign Assistance Act of 1961, which directs A.I.D. "to encourage and promote the participation and integration of women as equal partners in the development process in the developing countries."

A.I.D. opposes the enactment of this bill on the grounds that it is repetitive of existing legislation, and imposes requirements that are contrary or irrelevant to the interests of women in developing countries.

Inappropriate Targeting of Programs and Projects -- A.I.D. is directed to involve women in all phases of its development activities, and to insure that women receive the benefits of assistance, in approximate proportion to women's traditional participation in these activities, or their proportion of the population, whichever is higher. While A.I.D. seeks to increase the involvement of women in development activities wherever possible, imposing arbitrary quotas will be more disruptive than helpful, and will not work.

Impact Data Sought is Irrelevant in Many Cases -- The proposed legislation would require A.I.D. to provide gender-based impact data for every agency-funded project or program. There are many programs where this requirement would be impossible. In the cases of balance of payments or commodity import programs, for example, benefits redound to entire national economies, and provide leverage for dialogue on macroeconomic policy adjustments. It would be very difficult to try to determine the effects of such programs on particular population groups.

Inefficient Training Model -- A.I.D. is directed to undertake a training program for all of the agency's professional staff in Washington and in the field to provide guidance on incorporating women in all phases of the agency's development activities. A.I.D. is also apparently directed to require comprehensive training programs by all of the universities and

contractors participating in agency programs and projects. Such sweeping programs would not be properly targeted in depth or specificity at professionals who might actually have a substantial impact, and would be impossible to impose outside the agency.

Participant Training Timetable Unrealistic -- The bill would require an accelerated timetable for the inclusion of increasing percentages of women in A.I.D.'s participant training programs. Educational and cultural barriers to a large near-term increase in the participation of women from certain regions in U.S.-based training programs are not taken into account. A.I.D.'s extensive education programs involving women in their own and third countries are also not properly factored into the legislation's calculus.

Management and Affirmative Action Directives Do Not Further Legislation's Objectives -- The bill includes several directives to A.I.D. that concern affirmative action and other areas of agency management. These include increases in senior female agency staff, requirements for new personnel evaluation criteria, and the establishment of a new agency task force to oversee implementation of the new legislation. The agency believes that affirmative action is outside the legislation's goals and scope. We also believe that an additional management layer will be counter-productive to the objectives of the bill, and that management issues are more appropriately left to agency determination.

New Funds Authorization Unnecessary -- The bill would require substantial additional direct funding for women in development activities. In the agency's view, current funding levels are adequate, particularly because of the Women in Development office's notable success in broadening its impact by leveraging its funds through ongoing agency programs.

Biennial Reports Sufficient -- The proposed legislation would require annual reports to Congress on its implementation. Since 1978, A.I.D. has been reporting to Congress on women in development, when requested, on a biennial basis. These reports have been well-received by Congress, and don't appear to need supplementation.

Prepared Statement of Hon. Patricia Schroeder, a Representative in Congress From the State of Colorado

Mr. Chairman, I would like to thank you and the Committee for holding this hearing to discuss the role of women in development and the policy of the Agency for International Development in that regard. Your committee has taken a leading role in the fight against hunger and poverty abroad and at home, and I commend you for carrying on this work.

Fifteen years ago, the Percy amendment to the Foreign Assistance Act called on U.S. bilateral assistance programs to pay special attention to development activities that integrate women into the national economies of their countries.

In those fifteen years, much has been said and written about women in development, but too little action has been taken. When I travel and meet parliamentarians and development experts around the world, they keep telling me that our development people tell them that we'll take care of the big things now and come back and help the women in a hundred years. Why wait a hundred years, they ask. Why not do it now and do it right?

I couldn't agree more. Fifty-three percent of the world's population are women, they perform two-thirds of the world's work, receive one-tenth of its income, and own one-one hundredth of its property. The typical work day for women in developing countries is 17 hours long. In Asia and Africa, 60 to 80 percent of the food production is done by women.

It is important that U.S. development efforts realistically and practically reach the population of the countries in which we operate. Any time we send development professionals into a country, we are going to affect that culture. Let's make sure we don't ignore it.

Let's give the training and technology to the people who are the entrepreneurs and the farmers. If those people are the women, then let's make them the priority participants in our programs.

RESPONSE TO AID'S LETTER ON H.R. 4049,
"THE WOMEN IN DEVELOPMENT ACT OF 1988"

House Select Committee on Hunger

H.R. 4049, "The Women in Development Act of 1988," was introduced by Reps. Mickey Leland (D-TX) and Pat Schroeder (D-CO) on March 1, 1988. The bill is designed to ensure that Third World women are fully integrated as both participants and recipients in U.S. development assistance programs. The bill currently has over 90 cosponsors, and a companion bill, S. 2330, has been introduced in the Senate by Senator Barbara Mikulski (D-MD).

AID has formally stated its opposition to the bill in a detailed letter sent to every member of Congress. In its letter, AID enumerated several very specific objections to the legislation. The Agency neglected, however, to address the larger policy question of whether women and men should be included in equal proportions in U.S. assistance programs.

The intent of H.R. 4049 is to ensure that when AID personnel design and implement a project, they make every reasonable effort to include women in proportion to their traditional participation in the activity or their proportion of the population, whichever is higher. The underlying policy issue is that the Agency should make U.S. assistance programs truly equitable, and to do so it must revise the way in which it designs its programs.

AID chose to ignore the basic policy issue in its letter, justifying its opposition to H.R. 4049 on much smaller problems that it has with the bill. The conclusion that must be drawn is that AID does not agree with the basic premise of the bill.

Further, many of the objections raised by the Agency are seemingly deliberately misleading. The Agency claims that the bill would impose "an arbitrary percentage on the involvement of women in every case (which) would be socially and economically disruptive." This statement ignores the waiver written into the bill specifically to address this problem. The bill states that if the targets of female participation cannot be reached, the Agency must simply report why they cannot be reached.

The letter claims that the bill would impose "a burdensome analytical requirement" by forcing the Agency to explain the obstacles to reaching women in the recommended proportions when designing balance of payments or commodity import programs. Again, under the legislation, AID staff must simply report that these programs cannot be analyzed for their gender implications. No further analysis would be required.

The Agency also claims that the additional funding earmarked in the bill for the Women in Development office would go to fund women in development activities. In fact, these funds could be used to expand the current WID office program of leveraging funds with ongoing agency programs through the regional and central bureaus.

In some cases, the Agency has identified areas in which the bill could be improved through modification. The sponsors of the bill are anxious to consider genuine improvements to the legislation.

The overriding thrust of the objections, however, is that the requirements outlined in H.R. 4049 are either redundant or excessive. From this it would appear that the Agency does not believe its program to integrate women can be improved, certainly not by H.R. 4049. The support that the bill has received from over 90 members of Congress and organizations such as CARE, Bread for the World, Church World Service, the American Association of University Women, Interaction and the Overseas Education Fund would indicate that many believe AID can do better, and that H.R. 4049 points the Agency in that direction.

House Select Committee on Hunger April 1988

WOMEN IN THE THIRD WORLD: AN OVERLOOKED KEY TO DEVELOPMENT

"Women are responsible for eighty percent of the food grown for home consumption in Africa," according to Peter McPherson, former administrator of the Agency for International Development (AID). In AID-funded training programs in Africa, however, only twenty-one percent of the participants are women. The figures in Asia and Latin America are similar, with the percentage of women in AID training programs being only fifteen percent and twenty-eight percent respectively.

Why is it that an organization such as AID can recognize the importance of women to development in the Third World and yet not fully incorporate women in its assistance projects? This issue paper addresses some of the important issues surrounding this problem and ways in which U.S. Goverment assistance programs could be changed to better incorporate women.

"Women's Work" in Developing Countries

Women in the Third World have traditionally been considered to be homemakers who do not contribute to the family income but are supported by the work of the men. In reality, women in poor families are required not only to handle the household chores but also must earn an income in order to provide for the family's basic needs. A woman's day usually includes rising early to prepare food, walking to the fields and working for hours weeding, plowing, hoeing and planting subsistence crops, walking several kilometers to obtain water and firewood, returning home to prepare food again, care for the children and perform essential household tasks. In all, rural women work on average ten to twelve hours a day; men generally average two to four hours less per day.

Along with household work and food production, many women in the developing world are involved in working in and running small businesses. Women make up a large part of the informal sector in developing countries -- the thirty to sixty percent of economic activity and employment which is not officially recognized. In many parts of the world, street vendors selling produce, prepared food and homemade goods are predominantly female. Other women have started small businesses such as clothes making and bakeries -- highly successful ventures that have made the women the major income earners in the household.

The Importance of Integrating Women in Development Programs

The most often stated reason for integrating women into development assistance projects is equity. Women are the poorest, hardest-working, least educated and most unhealthy people in the developing world, yet they rarely receive the level and quality of

assistance that men receive. **They perform two-thirds of the world's work, receive one-tenth of its income and own one one-hundredth of its property.** Because of the unique hardships facing women in the developing world, donors must ensure that they are fully incorporated in development programs.

Apart from equity, there is a second reason that development specialists cite for integrating women in development efforts: economics. AID and other institutions have analyzed projects that effectively incorporate women, including them as participants and planners as well as recipients of the assistance, and have found that this is an essential element of a successful project. AID's research has shown that when women's participation is high, project success tends to be high; alternately, when women's participation is low, success of the project tends to be low. Therefore, integrating women in development projects becomes an economic necessity if foreign assistance is not to be poorly spent.

The other side of the economic argument relates to the essential role that women play in the economies of developing countries. As mentioned above, women play a large role in food production in the Third World -- women are half of the agricultural labor force world-wide and are at least eighty percent of it in Africa -- and are therefore vital to the food security of the developing world. Development assistance programs that are designed to increase food production and promote self-sufficiency must incorporate women if they are to be effective. Similarly, programs which are aimed at creating and sustaining jobs in the informal sector must take into account the high percentage of that sector that is female. When given access to technical assistance and training, women can play a critical role in growth in private sector employment. In lending projects, women have proven to be very good credit risks who can use credit effectively.

How Effective Have Donors Been at Integrating Women?

In general, women have received far less assistance and attention in development programs than have men. In agricultural projects, women's roles in food production are often ignored and extension workers still treat women as housewives. As a result, women are denied access to the technical assistance and basic inputs, such as fertilizer, which are necessary for increased agricultural production. The increased emphasis on cash-crop production (often referred to as "men's crops") has also resulted in less attention to the needs of the low-resource woman farmer.

Some organizations, however, have made special efforts to incorporate women in their development programs. Two in particular deserve mention: the Canadian International Development Agency (CIDA) and the UN's International Fund for Agricultural Development (IFAD).

CIDA places special emphasis on making women agents in the development process and not simply recipients. CIDA's policy requires that women be included in programs and projects in proportion to their share of the target group to ensure that their existing level of participation

is not reduced. CIDA has adopted the goal of reaching full integration of women within a five year period, and in the first eighteen months they trained all 500 of their professional staff.

IFAD's projects focus on women as producers and income-earners rather than simply as consumers of social services. The thrust of their programs has been to improve women's status and food production by concentrating on their economic roles. IFAD projects are designed to provide women with access to credit, training and technical information and to include their participation in the decision-making process during project implementation. Approximately forty percent of IFAD's projects identify women as explicit beneficiaries; in Africa the figure is fifty-two percent.

How Effective Has AID Been at Integrating Women in Its Programs?

In 1973, Congress passed the Percy Amendment to the Foreign Assistance Act mandating that AID integrate women in its development activities. In the following fifteen years, AID has funded a significant amount of research on women in the Third World and has incorporated women into many of its projects and programs.

However, AID is far from full integration of women into its development efforts. Nearly ten years after the Percy Amendment, AID issued its first policy paper on women in development. The paper stated that the Agency would direct its efforts to achieve full involvement of women as participants and beneficiaries in all projects and programs supported by AID. To date, however, there is no action plan for the implementation of these guidelines.

In several specific areas, AID has been unable to achieve full implementation of its women in development goals. The policy paper identified AID staff training as a necessary first step in raising the profile of women in the Agency's efforts. However, in a hearing before the House Select Committee on Hunger in April, 1987, the director of AID's Office of Women in Development testified that only 175 professional staff had received training on integrating women in development: less than one-tenth of the professional staff. AID's efforts to integrate women in its participant training programs have also fallen short. World-wide, only twenty-one percent of the participants in AID's training programs are women. Further, AID has no fixed policy on gathering data that is broken down by gender. This information, which is required by organizations such as the Ford Foundation and CIDA in all of their research efforts, is essential for determining the role of women in the Third World and for designing effective aid projects.

AID's efforts to integrate women have been hampered by funding decisions the Agency has made. For the past several years, AID has chosen to provide the Office of Women in Development with $2 million to carry out their activities. Many observers are skeptical that an agency with a $2 billion budget can effectively incorporate women on $2 million per year.

How Can AID's Efforts to Integrate Women be Improved?

Concerns about AID's efforts to integrate women in their development programs have led Reps. Mickey Leland (D-TX) and Pat Schroeder (D-CO) to introduce H.R. 4049, the Women in Development Act of 1988. The legislation is designed to revitalize and refocus AID's women in development programs and to give the needs and roles of Third World women a higher profile at the Agency.

Specifically, the bill directs AID to ensure that assistance is directed to women in approximate proportion to their traditional participation in the targeted activities or their proportion of the population, whichever is higher. AID will also be required to incorporate local women's participation in the design and implementation of all projects at the same target levels. If the agency is unable to reach these targets, it must identify the obstacles and the steps that will be taken to overcome them.

The bill instructs AID to collect data disaggregated by gender so that it has a clear picture of the role of women in developing countries. AID would also be required to include the effectiveness of integrating women in the development process as part of all project evaluations and personnel evaluations. The bill would establish a taskforce on women in development within the Agency, with senior staff from all bureaus, to oversee implementation of the legislation, to assist missions in overcoming obstacles to integrating women, and to evaluate the Agency's effectiveness in incorporating women in its development efforts.

In addition, the bill raises the authorized floor of funding for the Women in Development office of AID to $10,000,000. (Currently AID may spend up to $10,000,000 for activities of the WID office.) It also authorizes $5,000,000 for the funding of UNIFEM and INSTRAW, the two United Nations agencies responsible for integrating women into the activities of the UN.

Passage of this legislation would mark a significant step towards including Third World women in U.S.-supported development programs. By doing so, it will make AID's programs both more equitable and more economically effective. In a period of shrinking foreign aid budgets, integrating women in our assistance programs could be the best way to improve our foreign aid program.

PREPARED STATEMENT OF KAY DAVIES, DIRECTOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

I WOULD LIKE TO THANK THE COMMITTEE FOR THE OPPORTUNITY TO DISCUSS THE AGENCY FOR INTERNATIONAL DEVELOPMENT'S (A.I.D.'S) IMPLEMENTATION OF SECTION 113 OF THE FOREIGN ASSISTANCE ACT.

SINCE ENACTMENT OF THE PERCY AMENDMENT 15 YEARS AGO, THE UNITED STATES HAS BEEN IN THE FOREFRONT AMONG VIRTUALLY EVERY MULTILATERAL ORGANIZATION AND DONOR COUNTRY IN THE ESTABLISHMENT OF A WOMEN IN DEVELOPMENT POLICY AND AN OFFICE ASSIGNED TO FURTHER THE GENDER ISSUE. WE BELIEVE STRONGLY THAT INCLUDING WOMEN AS PARTICIPANTS AND BENEFICIARIES WILL GREATLY ENHANCE A.I.D.'S GOAL OF BROAD-BASED ECONOMIC GROWTH.

THE UNITED STATES MAINTAINS ITS LEAD IN THE INTERNATIONAL COMMUNITY WITH THE FIRST PUBLISHED POLICY PAPER, THE LARGEST STAFF, AND THE LARGEST REPORTABLE ALLOCATION OF FUNDS FOR WOMEN. AS WE CONTINUE TO IMPROVE UPON OUR RECORD YEAR-BY-YEAR -- CREATING BETTER DATA BASES AND RESEARCH EFFORTS, INTEGRATING GENDER MORE FULLY INTO OUR DEVELOPMENT PROGRAMS, AND TRAINING OUR PERSONNEL -- WE CAN BE PROUD OF OUR ACCOMPLISHMENTS. AND, WITH EACH NEW FINDING OR EXPERIENCE, WE LEARN HOW TO DO OUR JOB EVEN BETTER.

LATER IN MY TESTIMONY, I WILL BE DETAILING SOME SPECIFIC EXAMPLES OF HOW A.I.D. IS INTEGRATING WOMEN AS PARTICIPANTS INTO ITS ONGOING ACTIVITIES. HOWEVER, I THINK IT IS IMPORTANT TO POINT OUT IN THE BEGINNING OF MY STATEMENT THAT AS MUCH AS WE SUPPORT THE WOMEN IN DEVELOPMENT EFFORT, IT IS NOT AS EASY TO REACH THE LDC WOMAN AS WE MIGHT HAVE THOUGHT SOME YEARS AGO.

IT IS TRUE THAT WOMEN CONSTITUTE AT LEAST FIFTY PERCENT OF THE WORLD'S POPULATION, SO THEIR NEEDS AND, PERHAPS MORE IMPORTANTLY, THEIR CONTRIBUTIONS, MUST BE INCLUDED IN OUR DEVELOPMENT PROGRAMS AND PROJECTS. BUT THE CONSTRAINTS TO TRULY BRINGING WOMEN INTO THE MAINSTREAM ARE ENORMOUS.

FOR EXAMPLE, AGRARIAN REFORM MAY BE USED AS A STRATEGY TO REDUCE INEQUALITIES AMONG THE RURAL POOR. HOWEVER, MANY HOST GOVERNMENTS ARE UNWILLING OR ARE DISINCLINED TO MAKE THE REQUIRED CHANGES TO EXISTING LAWS THAT INHIBIT OR DENY WOMEN ACCESS TO LAND, CREDIT, OR OTHER LEGAL RIGHTS WE MAY SUPPORT. AS A RESULT, WOMEN MAY NOT FULLY BENEFIT FROM THESE REFORM MEASURES. TREMENDOUS EFFORT MUST BE MADE TO INFLUENCE HOST GOVERNMENT POLICYMAKERS ABOUT THE IMPORTANCE OF ALTERING THEIR ATTITUDES AND LAWS AFFECTING WOMEN AND GIRLS.

MANY OTHER CONSTRAINTS ARE EVIDENT AS WE AND OTHER DONOR ORGANIZATIONS ANALYZE THE IMPACT OF STRUCTURAL ADJUSTMENT ON WOMEN. WE KNOW WE NEED FURTHER ANALYSIS OF THE GENDER-DIFFERENTIAL IMPACTS OF MACRO-ECONOMIC POLICIES. FOR EXAMPLE, A RECENT STUDY COMMISSIONED BY THE WOMEN IN DEVELOPMENT (W.I.D.) OFFICE BY THE INTERNATIONAL CENTER FOR RESEARCH ON WOMEN (ICRW) INDICATES THAT:

- INCREASES IN LIGHT MANUFACTURING FOR EXPORT MAY RESULT FROM DEVALUATION MEASURES. IN LATIN AMERICA AND THE CARIBBEAN, AND EAST AND SOUTHEAST ASIA, HIGH PROPORTIONS OF WOMEN ARE EMPLOYED IN THIS SECTOR AND MAY BENEFIT FROM EXPANDED EMPLOYMENT OPPORTUNITIES. IN EXPORT PROCESSING, HOWEVER, DEPENDENCE ON IMPORTED INPUTS IS HIGH, AND EXCHANGE RATE ADJUSTMENTS WILL NOT, OVERALL, INCREASE PROFITABILITY. INSTEAD, WIDESPREAD DEVALUATIONS AMONG DEVELOPING COUNTRIES MAY REDUCE THE LOCAL COST ADVANTAGE OF ANY PARTICULAR COUNTRY. IF SO, PROFITABILITY MAY DECLINE AS WILL WOMEN'S WAGES IN THE SECTOR.

- IN AGRICULTURE, SHIFTS INTO EXPORT PRODUCTION DUE TO PRICE INCENTIVES WILL OFTEN RESULT IN INCREASED DEMAND FOR WOMEN'S UNPAID OR PAID LABOR IN THAT AREA. THIS WILL REDUCE THE AMOUNT OF TIME WOMEN HAVE AVAILABLE FOR FOOD PRODUCTION AND SELF-PROVISIONING AND ARTISAN ACTIVITIES. TO COMPENSATE FOR WOMEN'S DECREASED AVAILABILITY FOR THESE AND OTHER HOUSEHOLD PRODUCTION ACTIVITIES, CHILDREN'S LABOR, AND PARTICULARLY THAT OF GIRLS, MAY BE RECRUITED. THIS MAY RESULT IN FURTHER RESTRICTIONS ON GIRLS' ACCESS TO EDUCATION, WHICH IS ALREADY LIMITED, AND WILL CERTAINLY AFFECT THEIR FUTURE INCOME AND EMPLOYMENT OPPORTUNITIES.

AS WE EXAMINE THE LONG-TERM POVERTY EFFECTS OF ADJUSTMENT, IT IS POSSIBLE THAT SOME INDIVIDUALS WILL NOT BE ABLE, EVEN IN THE LONG TERM, TO SHIFT THEIR PRODUCTIVE ACTIVITIES OR MODIFY THEIR CONSUMPTION PATTERNS. THESE INDIVIDUALS MAY FIND THEIR REAL INCOMES AND PURCHASING POWER REDUCED DESPITE EVENTUAL IMPROVEMENTS IN AGGREGATE GROWTH. IT WILL BE PARTICULARLY IMPORTANT, THEREFORE, THAT WE DESIGN OUR PROGRAMS TO MEET THE NEEDS OF CERTAIN SUB-GROUPS OF THE POPULATION WHO MAY BE DISPROPORTIONATELY VULNERABLE TO THE NEGATIVE IMPACTS OF ADJUSTMENT, OR WHOSE PARTICIPATION IN ADJUSTMENT IS PARTICULARLY IMPORTANT TO ITS SUCCESS.

I AM NOT CITING THESE CONSTRAINTS AS A DEFENSE AGAINST WORKING IN THE WOMEN IN DEVELOPMENT FIELD. HOWEVER, I AM EMPHASIZING THE COMPLEXITY OF THE ISSUE. IT IS IMPORTANT THAT WE CONTINUE OUR RESEARCH ON THE ROLES OF WOMEN AS WELL AS IMPROVE OUR TECHNIQUES TO MORE SUCCESSFULLY REACH WOMEN IN OUR DEVELOPMENTAL ASSISTANCE EFFORTS.

I WOULD NOW LIKE TO DISCUSS BRIEFLY SOME OF THE APPROACHES A.I.D. IS TAKING TO INTEGRATE W.I.D. INTO OUR PROGRAMS AND PROJECTS. WE ARE CONCENTRATING OUR EFFORTS PRIMARILY ON:

- ENHANCING THE INTEGRATION OF GENDER ISSUES INTO NEW AND ONGOING PROGRAMS AND PROJECTS;

- FURTHERING THE UNDERSTANDING OF THE IMPLICATIONS OF GENDER AS A CROSS-CUTTING ISSUE; AND

- ESTABLISHING SYSTEMS AND PROCEDURES TO INSTITUTIONALIZE W.I.D. THROUGHOUT OUR DEVELOPMENT ASSISTANCE ACTIVITIES.

LAST YEAR, A.I.D.'S EVALUATION OFFICE PRODUCED A REPORT ON HOW WELL GENDER WAS ADDRESSED IN OUR PROGRAMS AND PROJECTS. ADDITIONALLY, WE COMMISSIONED AN EXTERNAL CONTRACTOR TO ASSESS HOW MUCH CONSIDERATION IS GIVEN BY OUR PEOPLE TO THE GENDER IMPLICATIONS OF ANY GIVEN AGENCY PROGRAM OR PROJECT; IN OTHER WORDS, TO GAUGE HOW INSTITUTIONALIZED THE W.I.D. ISSUE IS AT A.I.D.

VERY IMPORTANT FINDINGS RESULTED FROM THESE EVALUATIONS. NO ONE WILL DISPUTE THAT WE HAVE MADE ENORMOUS STRIDES IN OUR OVERALL EFFORTS. HOWEVER, BOTH OF THESE EVALUATIONS POINTED TO THE NECESSITY FOR STRENGTHENING OUR PROCESSES AND SYSTEMS TO ENSURE THAT WE MEET OUR OBJECTIVES.

THEREFORE, AS A RESULT OF THESE FINDINGS, THE ADMINISTRATOR OF A.I.D. HELD A MEETING WITH SENIOR-LEVEL PERSONNEL AND REQUESTED THAT ALL AGENCY BUREAUS SUBMIT DETAILED ACTION PLANS TO ESTABLISH SPECIFIC OBJECTIVES AND CALENDAR-DRIVEN BENCHMARKS TO IMPROVE OUR SYSTEMS AND PROCESSES VIS-A-VIS W.I.D.

THESE ACTION PLANS HAVE BEEN REVIEWED BY THE ADMINISTRATOR AND APPROPRIATE REVISIONS TO THE PLANS ARE UNDERWAY TO STRENGTHEN CERTAIN SECTIONS THAT NEED MORE ATTENTION. THESE BUREAU ACTION PLANS, WITH PARTICULAR ATTENTION TO SETTING UP SYSTEMS AND PROCEDURES FOR INSTITUTIONALIZING CONSIDERATION OF W.I.D. ISSUES, WILL BE THE KEY FOR ENSURING THAT THESE ISSUES ARE INTEGRATED FULLY IN ALL AGENCY ACTIVITIES AND PROJECTS.

AS AN EXAMPLE OF THE DETAIL OF THESE BUREAU ACTION PLANS, I WOULD LIKE TO CITE JUST A FEW SPECIFIC INITIATIVES THAT WILL BE UNDERTAKEN BY THE AFRICA BUREAU:

- ALL BUREAU GUIDANCE CABLES FOR COUNTRY DEVELOPMENT STRATEGY STATEMENTS (CDSSs), ACTION PLANS, AND ANNUAL BUDGET SUBMISSIONS (ABSs) WILL INCLUDE THE REQUIREMENT THAT MISSIONS IDENTIFY RELEVANT GENDER ISSUES AND ADDRESS THESE ISSUES IN THEIR PROGRAM PLANNING DOCUMENTS. IN ADDITION, THE ASSISTANT ADMINISTRATOR WILL ISSUE GUIDANCE TO KEY BUREAU OFFICES TO EVALUATE MISSIONS' COMPLIANCE WITH THE W.I.D. REQUIREMENT;

- THE BUREAU WILL ASSIST KEY BUREAU OFFICES AND THE MISSIONS TO DEVELOP SCOPES OF WORK FOR INCORPORATING W.I.D. CONCERNS INTO PROJECT DESIGN AND EVALUATION EFFORTS;

- A COMMUNICATIONS NETWORK WILL BE ESTABLISHED BY THE BUREAU TO TRANSMIT INFORMATION TO MISSIONS, SUCH AS W.I.D. SUCCESSES IN A.I.D. AND OTHER DONOR-FUNDED PROJECTS AND INNOVATIVE INITIATIVES, AS WELL TO PROVIDE REPORTS ON THE PROGRESS IN IMPLEMENTING W.I.D. INITIATIVES IN THE FIELD AND IN WASHINGTON; AND

- A SPECIAL SESSION ON W.I.D. WILL BE DEVELOPED AT THE NEXT AFRICA BUREAU MISSION DIRECTORS' CONFERENCE.

THESE ARE BUT A FEW OF THE SPECIFIC INITIATIVES THAT WILL BE UNDERTAKEN. HOWEVER, THEY DRAMATIZE THE FACT THAT THE AGENCY'S BUREAUS ARE INTENSIFYING THEIR EFFORTS TO STRENGTHEN THE W.I.D. EMPHASIS IN THEIR PROGRAMS AND PROJECTS, AND THAT W.I.D. ISSUES ARE BEING INTEGRATED MORE COMPLETELY AT BOTH THE BUREAU AND

MISSION LEVELS. THE ONUS FOR IMPLEMENTING WOMEN IN DEVELOPMENT DOES NOT REST SOLELY WITH THE W.I.D. OFFICE. THE RESPONSIBILITIES FOR COMPLIANCE WITH OUR W.I.D. POLICY RESTS WITH ALL AGENCY STAFF. THAT HAS ALWAYS BEEN OUR OBJECTIVE.

EARLIER IN MY STATEMENT I OUTLINED SOME OF THE CONSTRAINTS THAT FACE POLICYMAKERS AND DEVELOPMENT STAFF IN FULLY INCORPORATING WOMEN IN DEVELOPMENT INTO OUR ASSISTANCE EFFORTS. I STATED THAT THE ISSUES WERE COMPLEX AND DEMANDED COGNIZANCE OF APPROPRIATE RESPONSES IN ADAPTING OUR APPROACHES TO ADDRESS THE CONSTRAINTS.

SO THAT THE AGENCY CAN BETTER INTEGRATE WOMEN INTO ITS PROGRAMS AND PROJECTS, WE ARE INVOLVED IN A SERIES OF TRAINING WORKSHOPS THAT WILL OFFER A SET OF TOOLS AND GUIDELINES TO ASSIST DEVELOPMENT PLANNERS IN ADDRESSING GENDER ISSUES.

THIS COMPREHENSIVE TRAINING EXERCISE REQUIRES ALL PARTICIPANTS, USING ACTUAL A.I.D. PROJECT DOCUMENTS, TO CLARIFY GENDER ROLES AND THEIR IMPLICATIONS FOR PROJECT STRATEGIES; IDENTIFY ACCESS

TO AND CONTROL OF KEY RESOURCES BY GENDER IN ACTIVITIES TO BE AFFECTED BY THE PROPOSED PROJECT, SUCH AS ACCESS OR CONTROL OF LAND, LABOR, AND CAPITAL; AND IDENTIFY GENDER-SPECIFIC CONSTRAINTS TO PROJECT PARTICIPATION. THE TRAINING ALSO ADDRESSES KEY MACRO-ECONOMIC AND POLICY DIALOGUE ISSUES THAT IMPACT SUBSTANTIALLY ON OUR DEVELOPMENT ASSISTANCE EFFORTS.

IN THE AGRICULTURAL CONTEXT, PARTICIPANTS ARE REQUIRED TO IDENTIFY AND RESPOND APPROPRIATELY TO SUCH ISSUES AND QUESTIONS AS: WHO (GENDER, AGE, POSITION IN HOUSEHOLD) BENEFITS FROM THE OUTPUT OF CURRENT PRODUCTION OF EACH ENTERPRISE IN TERMS OF SUBSISTENCE, INCOME FROM SALES, OR OTHER USES? WILL TECHNOLOGICAL IMPROVEMENTS LEAD TO CHANGES IN THE USES OF THE PRODUCT AND THUS IN THE NATURE OR LOCUS OF BENEFITS? WHAT INCENTIVES/DISINCENTIVES ARE ACTUALLY ASSOCIATED WITH THE PARTICULAR MODIFICATIONS BEING TESTED? ARE INCREASED LABOR DEMANDS FOR A PARTICULAR ENTERPRISE MATCHED BY INCREASED BENEFITS FOR THE INDIVIDUALS SUPPLYING THE LABOR?

LAST YEAR WE TRAINED 80 AFRICA-BASED, SENIOR-LEVEL AGRICULTURE AND PROGRAM OFFICERS. THIS EFFORT WILL BE REPEATED THIS YEAR IN THE LATIN AMERICA AND CARIBBEAN REGION, WHERE IT WILL BE EXPANDED TO INCLUDE TRAINING IN THE PRIVATE ENTERPRISE SECTOR. WE WILL THUS BE ABLE TO ADDRESS TWO MAJOR CONCERNS OF THE AGENCY: AGRICULTURAL PRODUCTION AND INCOME-GENERATING ACTIVITIES, INCLUDING SMALL AND MICRO-SCALE ENTERPRISE DEVELOPMENT.

OUR TRAINING IS CONDUCTED IN SMALL GROUPS, IS SECTOR SPECIFIC, IS INTENSIVE, AND IS PARTICIPATORY. WE ARE PROVIDING CRITICAL TOOLS FOR ENHANCING PROGRAM AND PROJECT SUCCESS, AND WE ARE ALSO ACCELERATING THE INSTITUTIONALIZATION OF W.I.D. THROUGHOUT THE AGENCY.

WHILE I HAVE SPENT MORE TIME THAN USUAL IN DESCRIBING HOW AND WHY WE ARE TRAINING, I BELIEVE IT IS IMPORTANT TO REEMPHASIZE THAT THERE ARE FEW SIMPLISTIC METHODS FOR INTEGRATING GENDER ISSUES IN OUR ACTIVITIES. WHILE OUR GOALS MAY INCLUDE ELEVATING THE NUMBERS OF FEMALE PARTICIPANTS IN ANY GIVEN ACTIVITY, THIS OBJECTIVE MUST BE COORDINATED WITH THE NEED FOR A MORE FOCUSED, TARGETED, APPROPRIATELY DESIGNED PROJECT.

WE RECOGNIZE THAT OUR POLICYMAKERS AND TECHNICAL PERSONNEL MUST UNDERSTAND THE MULTI-DIMENSIONAL ASPECTS OF GENDER AT BOTH THE MICRO AND MACRO LEVELS. AND, SUCCESSFUL INTEGRATION OF W.I.D. ISSUES WILL COME, NOT BY COERCION OR FIAT, BUT THROUGH EDUCATION, KNOWLEDGE, AND SKILL DEVELOPMENT. I BELIEVE OUR TRAINING TECHNIQUES ARE BRIDGING THE GAP BETWEEN INATTENTION AND COGNIZANCE.

IN ADDITION TO OUR TRAINING EFFORTS, SPECIFIC ACTIONS BY THE WOMEN IN DEVELOPMENT OFFICE IN CLOSE COLLABORATION OF SENIOR PERSONNEL IN OUR BUREAUS AND MISSIONS, ARE HELPING TO EFFECT SIGNIFICANT ADVANCES AT THE INSTITUTIONAL DEVELOPMENT LEVEL. I WOULD LIKE TO CITE A FEW EXAMPLES.

- TECHNICAL ASSISTANCE CONTINUES TO BE A MAJOR EFFORT OF THE W.I.D. OFFICE. THIS PAST YEAR, THE OFFICE LEVERAGED ITS FUNDS WITH OTHER AGENCY BUREAUS TO SEND TECHNICAL TEAMS TO HELP DESIGN AND EVALUATE OVER 25 A.I.D. PROJECTS IN AGRICULTURE, NATURAL RESOURCE MANAGEMENT, SMALL AND MICRO-SCALE DEVELOPMENT, AND EDUCATION.

- IN COLLABORATION WITH THE PRIVATE ENTERPRISE BUREAU (PRE), THE W.I.D. OFFICE FUNDED A MAJOR AGENCY EVALUATION OF AN ORGANIZATION INVOLVED IN PROVIDING TECHNICAL ASSISTANCE TO LDC BUSINESSES.

  CONCOMITANT WITH THIS EVALUATION EFFORT, THE OFFICE FUNDED A GRANT TO THIS SAME ORGANIZATION AND WOMEN'S WORLD BANKING (WWB) TO WORK WITH EIGHT WOMEN-OWNED OR OPERATED BUSINESSES IN A PILOT PROJECT TO TEST A NEW CREDIT MODEL FOR WOMEN.

  THE TECHNICAL ORGANIZATION WILL PROVIDE ASSISTANCE TO THE WOMEN'S FIRMS AND WOMEN'S WORLD BANKING WILL FOLLOW-UP WITH LOAN GUARANTEES. THE OBJECTIVE IS TO ASSESS WHETHER OR NOT THIS FORM OF SUPPORT EFFECTIVELY ASSISTS SMALL, LOCAL WOMEN'S BUSINESSES IN EXPANDING THE DOMESTIC MARKET INTO THE INTERNATIONAL ARENA.

SUCH A PROJECT NOT ONLY DEVELOPS CLOSER WORKING RELATIONSHIPS BETWEEN AN AGENCY BUREAU AND THE W.I.D. OFFICE, BUT IT EMPHASIZES GENDER AS A CROSS-CUTTING ISSUE AND FURTHERS THE INSTITUTIONALIZATION EFFORT. AND, FINALLY, THIS EFFORT HAS LONG-TERM IMPLICATIONS FOR HOW THE AGENCY CAN AFFECT THE SMALL AND MICRO-SCALE BUSINESS ACTIVITIES OF WOMEN.

o ANOTHER AREA OF TECHNICAL ASSISTANCE IS THE COLLABORATION BETWEEN THE W.I.D. OFFICE, THE AFRICA BUREAU, AND A COUNTRY MISSION TO PROVIDE AN EVALUATION TEAM MEMBER THAT WILL FOCUS ON SOCIO-ECONOMIC ASPECTS OF WOMEN IN AGRICULTURAL PRODUCTION, EXTENSION, AND MARKETING.

THIS MAJOR AGRICULTURAL ACTIVITY HAS THE GOAL OF SELF-SUFFICIENCY IN STAPLE FOOD CROPS, RELYING, TO THE EXTENT PRACTICAL, ON PRIVATE SECTOR INTERESTS THAT WILL BE MOBILIZED TO INDUCE AND SUPPORT SMALL CULTIVATOR PRODUCTIVITY. THIS IS ANOTHER EXAMPLE OF

THE W.I.D. OFFICE, OUR BUREAUS AND THE MISSIONS, WORKING TOGETHER, TO FIELD APPROPRIATE TECHNICAL TEAMS TO ENSURE THAT GENDER IS A SIGNIFICANT COMPONENT OF OUR ANALYSIS. IT TOO HAS LONG-TERM IMPLICATIONS NOT ONLY ON HOW WE EVALUATE BUT ALSO ON HOW WE CAN BETTER DESIGN SIMILAR PROJECTS IN THE FUTURE.

- THE OFFICE OF WOMEN IN DEVELOPMENT IS COLLABORATING AS WELL WITH THE BUREAU FOR SCIENCE AND TECHNOLOGY'S BASIC RESEARCH AND IMPLEMENTATION FOR DEVELOPING EDUCATION SYSTEMS PROJECT (ALSO KNOWN AS "BRIDGES").

THE PURPOSE OF THIS JOINT EFFORT IS TO DEVELOP A BETTER UNDERSTANDING OF THE EDUCATIONAL SITUATION OF GIRLS IN THIRD WORLD COUNTRIES; TO DEVELOP A VALID AND RELIABLE DATA BASE FOR ASSESSING THE EDUCATIONAL STATUS OF FEMALES IN THE CONTEXT OF COUNTRY SOCIO-ECONOMIC CONDITIONS; AND TO PROVIDE A BASE FOR DEVELOPING REALISTIC STRATEGIES FOR IMPROVING ACCESS, RETENTION, AND DROPOUT RATES FOR GIRLS.

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WITH A COMPLETED DATA BASE AS THE SOURCE, A SET OF EDUCATION PROJECTIONS WILL BE PRODUCED FOR FIFTEEN A.I.D.-ASSISTED COUNTRIES IN WHICH THE EDUCATIONAL ENROLLMENT OF GIRLS IS PARTICULARLY LOW. THE REPORT WILL DOCUMENT THE ASSUMPTIONS BUILT INTO THE PROJECTIONS AND WILL DISCUSS STRATEGIES FOR INCREASING FEMALE PARTICIPATION IN THOSE COUNTRIES.

THIS IS AN EXAMPLE OF LEVERAGING W.I.D. OFFICE FUNDS WITH A CENTRAL BUREAU TO ENSURE THAT LONG-TERM OBJECTIVES OF THE PROJECT INCLUDE APPROPRIATE DISAGGREGATED DATA FOR MEETING FEMALE EDUCATIONAL NEEDS.

- AND A FINAL EXAMPLE OF COLLABORATION BETWEEN THE W.I.D. OFFICE AND AN AGENCY BUREAU IS THE JOINT EFFORT WITH THE PRIVATE ENTERPRISE BUREAU'S PROJECT FOR TECHNICAL SERVICES UNDER THE PRIVATE ENTERPRISE DEVELOPMENT PROJECT II (ALSO KNOWN AS "PEDS II").

PEDS II IS DESIGNED TO PROVIDE EXPERTISE TO SUPPORT MISSIONS IN MARKET-BASED ECONOMIC GROWTH STRATEGIES, TO PROVIDE TECHNICAL AND POLICY ASSISTANCE TO MISSIONS TO CONSOLIDATE AND INSTITUTIONALIZE PRIVATE SECTOR PROGRAMS, AND TO PROMOTE POLICY DIALOGUE WITH FOREIGN GOVERNMENTS IN ORDER THAT THEY MAKE NECESSARY PUBLIC POLICY REFORMS AND REVISIONS TO ENCOURAGE INVESTMENT AND JOB CREATION IN THE DOMESTIC ECONOMY.

WITH THE W.I.D. COMPONENT, WORKING IN BOTH THE INFORMAL AND FORMAL SECTORS, THERE WILL BE SHORT-TERM SPECIALIZED RESEARCH AND DEVELOPMENT OF INFORMATION ON WOMEN AND SMALL OR MICRO-SCALE ENTERPRISE.

EFFORTS WILL FOCUS ON ANALYZING WOMEN'S ACCESS TO CREDIT AND CREDIT MANAGEMENT IN SELECTED COUNTRIES; ANALYZING CONSTRAINTS WOMEN FACE CONCERNING LEGAL AND REGULATORY ACCESS AND ENTRY INTO SMALL/MICRO SCALE ENTERPRISE; DEVELOPING COUNTRY PROFILES ON THE SOCIAL AND ECONOMIC CLIMATE FOR WOMEN-OWNED AND OPERATED BUSINESSES; AND DEFINING THE LINKAGES BETWEEN MACRO-ECONOMIC ISSUES (SUCH AS POLICY REFORM, POLICY DIALOGUE, STRUCTURAL ADJUSTMENT PROGRAMS) AND WOMEN.

THIS PARTICULAR ENDEAVOR AGAIN STRENGTHENS AGENCY COLLABORATION WITH THE W.I.D. OFFICE, HELPS INSTITUTIONALIZE THE GENDER FOCUS, AND HAS IMPORTANT LONG-TERM IMPLICATIONS FOR HOW A.I.D. WILL WORK WITH AND REACH WOMEN IN THE MICRO AND SMALL-SCALE BUSINESS SECTOR.

FOR MORE DETAILED INFORMATION ON THE WOMEN IN DEVELOPMENT OFFICE'S ACTIVITIES, I HAVE ATTACHED A FACT SHEET, APPENDIX B, WHICH I WOULD LIKE TO HAVE ADDED AS A PART OF THE RECORD.

NOT ALL ACTIVITIES ARE WASHINGTON-BASED. MANY EXAMPLES OF FIELD SUPPORT OF OUR WOMEN IN DEVELOPMENT GOALS ARE EVIDENT. IN THE INTEREST OF TIME, I HAVE ATTACHED AN APPENDIX TO THIS STATEMENT THAT I WOULD LIKE TO HAVE INCLUDED AS A PART OF THE RECORD, DESCRIBING A NUMBER OF MISSION-BASED ACTIVITIES IN FURTHERANCE OF OUR W.I.D. GOALS. HOWEVER, I WOULD LIKE TO CITE A FEW EXAMPLES THAT I BELIEVE EXEMPLIFY OUR MISSION SUPPORT OF W.I.D.

- IN PAKISTAN, A.I.D. IS FINANCING CONSTRUCTION OF THE AGRICULTURAL UNIVERSITY IN PESHAWAR. THE UNIVERSITY WILL HAVE FACILITIES RESERVED ESPECIALLY FOR WOMEN, INCLUDING A LIBRARY READING ROOM AND FEMALE STUDENT AND FACULTY LOUNGES. ADDITIONALLY, APPOINTMENT OF A DEAN OF WOMEN IS BEING FUNDED BY USAID.

- IN EGYPT, THE VOCATIONAL TRAINING DEPARTMENT PROJECT IS TRAINING WOMEN IN NON-TRADITIONAL AREAS OF EMPLOYMENT SUCH AS ELECTRICAL MOTOR WINDING, WELDING, AND RADIO AND TELEVISION REPAIR AND MAINTENANCE. WOMEN SPEND THE FIRST YEAR IN CLASSROOM WORK AND THE FOLLOWING TWO YEARS AS APPRENTICES IN VARIOUS PRIVATE SECTOR BUSINESSES. IN 1985, 22 WOMEN GRADUATED IN INDUSTRIAL ELECTRONICS, 42 IN ELECTRICAL MOTOR WINDING, 30 IN WEAVING, 21 IN GARMENT MACHINE OPERATION AND MAINTENANCE, AND 5 IN WELDING.

- IN INDONESIA, USAID WILL FUND U.S. SCHOLARSHIPS FOR 40 WOMEN FOR MASTER'S DEGREES, PLUS INDONESIAN-BASED SCHOLARSHIPS FOR ANOTHER 20 WOMEN AT THE MASTER'S DEGREE LEVEL. PARTICIPANTS ARE PRIMARILY FROM THE FIELD OF AGRICULTURE OR RELATED AREAS INCLUDING REGIONAL DEVELOPMENT, BIOLOGY, AND FOOD TECHNOLOGY. IT IS ANTICIPATED THAT, ONCE TRAINING IS COMPLETED, ALL WILL RESUME THEIR TEACHING POSITIONS IN THEIR HOME UNIVERSITIES.

- IN BANGLADESH, THE WOMEN'S ENTREPRENEURSHIP DEVELOPMENT PROJECT (WEPD) IS DESIGNED TO REDUCE UNDEREMPLOYMENT AND INCREASE PRODUCTIVITY AND REAL INCOMES OF RURAL WOMEN. SINCE 1981, WEDP HAS PROVIDED TECHNICAL ASSISTANCE FROM RURAL CENTERS WITH OVER 9000 DIRECT LOANS TO WOMEN. THESE LOANS AVERAGED 75 DOLLARS EACH, AND THE PROGRAM HAS MAINTAINED A LOAN RECOVERY RATE OF 80 PERCENT. THIS HAS PROVEN TO BE AN EXCEPTIONAL, INNOVATIVE PROGRAM MANAGED ALMOST ENTIRELY BY WOMEN, FOR WOMEN. BECAUSE OF ITS SUCCESS, OUR BANGLADESH MISSION INTENDS TO EXPAND PROJECT ACTIVITIES FROM THE CURRENT 9 RURAL CENTERS TO A TOTAL OF 20 CENTERS BY 1990 WHERE WOMEN BENEFICIARIES WILL HAVE ACCESS TO CREDIT AND BUSINESS-RELATED EXTENSION SERVICES.

A.I.D. HAS BELIEVED FOR A LONG TIME THAT THE MOST IMPORTANT ELEMENTS IN ACCOMPLISHING OUR WOMEN IN DEVELOPMENT GOALS ARE:

- ADDRESSING THE CONSTRAINTS THAT IMPEDE THOROUGH INTEGRATION OF WOMEN AS PARTICIPANTS IN AND BENEFICIARIES OF A.I.D. PROGRAMS AND PROJECTS; AND

- INSTITUTIONALIZING CONSIDERATION OF GENDER ISSUES BY A.I.D. PERSONNEL.

WOMEN IN DEVELOPMENT IS REALLY NOT A QUANTITATIVE ISSUE -- HOW MUCH MONEY OR EXACTLY HOW MANY WOMEN ARE INVOLVED IN EACH AND EVERY ACTIVITY. INSTEAD, IT IS A QUALITATIVE ISSUE. OUR EVALUATIONS HAVE SHOWN US THAT WE CAN CONTINUE OUR BASIC DEVELOPMENT APPROACH, BUT THAT SUCCESS IS ENHANCED SIGNIFICANTLY WHEN GENDER ISSUES ARE ADDRESSED CAREFULLY AND FULLY. THIS DOES NOT INVOLVE MASSIVE REFINANCING EFFORTS; IT MEANS WE CONTINUE TO DO WHAT WE ARE DOING, BUT THAT WE ENSURE WOMEN ARE ADDRESSED APPROPRIATELY AT EACH STAGE OF THE PROJECT CYCLE.

I AM CONFIDENT WE ARE ADDRESSING THE COMPLEXITIES AT THE RIGHT LEVELS AND TO THE APPROPRIATE DEGREE. OUR OBJECTIVES ARE STRONG AND OUR PACE IS EVEN. BUT, WE ARE NEITHER COMPLACENT NOR CONTENT. WE WILL CONTINUE TO EXPAND OUR EFFORTS AND STRENGTHEN OUR APPROACHES. WE WILL CONTINUE OUR EFFORTS TO MEET OUR DEVELOPMENT GOALS, AND MOST IMPORTANTLY, TO ADDRESS THE NEEDS OF THE WOMEN OF THE DEVELOPING WORLD.

I APPRECIATE YOUR SUPPORT AND INTEREST IN THIS VERY IMPORTANT ISSUE. THANK YOU AGAIN FOR THE OPPORTUNITY OF BEING WITH YOU TODAY.

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APPENDIX A

SAMPLES OF A.I.D. PROJECTS THAT INTEGRATE WOMEN - BY SECTOR

AGRICULTURE

Burma: The May 1987 report of the final evaluation of the Burma Maize and Oilseeds Project indicated that although it was obvious that the project had resulted in increased overall farm revenues, we could not "specify either the overall change in on-farm revenues or in the farm family's quality of life .... certainly production of oilseeds and maize has risen markedly in the project townships, but what the overall socio-economic impact may be on participating farm families is relegated largely to guesswork. The role, interests and the participation of women in project activities and accomplishments is also undocumented."

The evaluation confirmed what A.I.D./Burma had concluded following a 1986 WID study, i.e., that we needed information to assure that technologies being introduced were appropriate to our objectives and that benefits from the seemingly highly successful maize and oilseeds project were accruing to the farmers and farm families who participated in the program. For this reason, A.I.D./Burma contracted with a U.S. 8(a) firm to develop an information management system to provide farm-level financial and social impact information, disaggregated by sex, to inform ourselves and our counterparts of the effects of the A.I.D.-financed agriculture production projects at farm level.

The Burma Institute of Economics and an A.I.D. contractor have begun development, and will soon field test, a farm level survey instrument in the project area. Based on findings, A.I.D. will adjust technical and other project inputs to maximize benefits to both farmers and their families.

Cameroon: The USAID/Cameroon agriculture portfolio is designed as an integrated program in which women, who compose the majority of the rural sector, are the primary beneficiaries. This program forms the basis of an effective integrated WID program. Three projects in particular: (a) National Cereals Research and Extension II (NCRE) ; (b) Credit Union Development II; and (c) Agriculture Management and Planning are making vital contributions to this effort. They are described below. A fourth project, Tropical Roots and Tuber Research, has been underway for only 15 months and should produce improvement in root crops, especially cocoyams, that will significantly assist women.

NCRE is doing adaptive research on cereals in seven different areas of Cameroon. This includes testing and liaison units responsible for analysis of the constraints in farming and for field trials of improved technology which addresses the identified constraints. Women are important in farm operations and they have an important place in the field work of this project. Disaggregated reporting has just started. Approximately 1/3 of the farmers who are participating in on-farm trials are women. The women receive seeds, fertilizer and instructions on how to use them from the research stations. Results to date have been encouraging with on farm yields being from 30-50 percent higher than traditional varieties.

The Credit Union Project includes a production credit program for farmers and a rural enterprise credit program for small rural businesses in input supply and produce marketing. There are 60,000 credit union members of which approximately one-third are women. The February meeting of the board of directors approved a program of disaggregated data reporting and analysis in order to increase participation of women in credit union savings, production credit and rural enterprise programs.

Agricultural Planning and Management Project: The 1984 agriculture census compiled information on male/female population, sex of farm operators, age of farm operators, sex/age tabulation for operators, education of farm operators and sex education cross tabulation for farm operators. The 1985, 1986 and 1987 updates have continued this enumeration. Statisticians are now reviewing the data base for further disaggregations and are considering revisions of the sample frame and questionnaire to identify additional gender factors.

Approximately 9.5 million dollars from the above are targeted for women.

India: An example of successful integration of WID issues is the agricultural support program for rural women in the area of irrigated agriculture. This sub-project is being implemented under the DA-funded Maharashtra Minor Irrigation (MIP) Project.

This women's pilot sub-project has a life span of three years. The sub-project is being executed through the Maharashtra State Irrigation Department with technical and management expertise provided by Marathwada Agricultural University and its Home Science College for Women. The project has appointed its own professional staff, mostly women, to manage the program.

The sub-project is being carried out in four villages covered by the MIP project. Farm women, including landless women working on the farms for wages, are trained in modern and improved farming techniques. The objective is to create awareness among farm women regarding improved technologies in irrigated farming, and to train them in the use of modern farming methods: examples are aspects of irrigation layouts, scheduling of irrigation, use of fertilizers in different cropping systems, water deficiency symptoms, seed production, plant protection, support activities to agricultural post-harvest technologies, maintenance of drainage systems and field channels. The training will also include procedures for payments of irrigation charges and maintenance of the farm.

Local women extension workers are also being trained and the farm women are being helped to develop more remunerative cropping patterns.

Pakistan:

Transformation and Integration of Provincial Agricultural Network. In keeping with the cultural practices of the Northwest Frontier Province (NWFP), A.I.D.-financed construction at the Agricultural University in Peshawar includes facilities reserved especially for women, including library reading room, female student and faculty lounges, and other facilities. Appointment of a Dean of Women to the Agricultural University is funded by USAID. The position of Provincial Program Leader, an activity on women in rural families, has been established. Although not specifically A.I.D-funded, the project paper was written to include provisions for a female hostel as part of the GOP's contribution to the project. Twenty-five women are currently enrolled at the University and there are two women on the faculty; prior to beginning of the project three years ago, there were no female students and no women on the faculty.

Philippines: Although the farming systems development, Eastern Visayas Project, made excellent strides in its initial phase in identifying cropping systems and working with farmers to identify the major constraints to these systems, it was recognized that increased attention to WID considerations would be a key ingredient in reaching project objectives. Therefore, in its second phase and in cooperation with the Office of Women in Development, whole farm analysis is being emphasized. Strategies to expand gender analysis and strengthen the integration of WID concerns include:

Multidisciplinary site teams, most of whom include women members, are located in six areas in Eastern Visayas. These teams developed good linkages with farm families in the target areas in carrying out initial analysis of the cropping systems. A systematic method for whole farm analysis based on the intra-household division of labor and resources is now being expanded as a key ingredient in identifying constraints and supplying technological solutions.

The analysis of gender roles in upland crop production has been carried out in three of the six sites. The studies make clear that women are the main controllers of the end product use, either for home consumption or for sale. The analysis also suggests that women are the main controllers of farm accounts and thus are in a key position to decide which technologies might be adopted if those technologies require a cash or labor investment. This could lead to the conclusion that any change in crop variety or type should be cleared with the women as they will be aware of the market, cooking or storage characteristics that make one crop more valuable than another.

Somalia: Under the CDA forestry sub-project, the Overseas Education Fund employed refugee women to carry out reforestation activities and establish tree nurseries in an effort to arrest deforestation in northwest refugee camp areas. Sub-project implementation from 1984-87 through DA and local currency funds was $1.5 million.

Zambia: One of the primary objectives of the Zatpid II project is to improve the collection, processing and analysis of data for formulating and implementing agricultural policy through collaborative policy studies. Three such studies emphasizing women have been planned so far under the project:

- An agricultural policy and program issue paper outlining a proposed approach for Zambia on "Sound Credit for Small Farmers and Rural Entrepreneurs Without Collateral" has been prepared and submitted to the Ministry of Agriculture and Water Development (MAWD);

- A paper on the "Assessment of Demand for Credit and Credit Distribution by Crop;" and

- A comparison of the various farming systems used by small and medium scale farmers to measure the impact of those systems on levels of production and marketable surpluses.

The last two studies will be conducted on a nationwide basis. It is hoped that data generated from the studies can be used by MAWD and other institutions implementing programs for small scale farmers in agriculture, especially women, to better direct resources.

Zimbabwe: During the FY 87/88 period, there were a number of local currency funded projects under the Zimbabwe Agriculture Support Assistance (ZASA) program which explicitly included women as a new target group. These included cotton training centre scholarships, of which 10 percent were reserved for women; a university of Zimbabwe faculty of agriculture extension project which ensured that 20 percent of all enrollees would be female; and a training of trainers course to increase the number of trainers at AGRITEX (Agricultural Technical and Extension Services) which reserved 20 percent of the training slots for women. While other projects benefitted women, these three projects incorporated specific measures to increase the participation of women in agriculture training activities in Zimbabwe. The total funds allocated for these three projects amounted to $2,709,300.

EDUCATION

Egypt: The Vocational Training Department (PVTD) Project is technically part of the education sector portfolio. Its most striking feature is the fact that it has been a relatively immediate springboard into the job market for women. These jobs are in non-traditional areas of employment for women such as electrical motor winding, welding, and radio and television repair and maintenance.

USAID financing for this program is $17.5 million. This is a three year program in two vocational training centers. The first year is devoted to classroom work and the next two years are spent actually working as an apprentice in a factory or shop. Private sector managers have become increasingly interested in accepting these trainees as apprentices because of the high level of interest and commitment these women have to doing a good job.

In 1987 seventy-five females graduated from the program in Alexandria; twenty-two in industrial electronics (radio and television repair and maintenance); twenty-three in electrical motor winding; and thirty in weaving. Thirty-four women, or forty-five percent, of these graduates are currently employed with fifteen of that number in private sector companies. Also

in 1987 forty-five females graduated from the program in Tanta: five in welding; nineteen in electrical motor winding; and twenty-one in garment machine operation and maintenance. Twenty-three, or just over fifty percent, of these graduates are currently employed with nine of that number in private sector companies.

Indonesia: Under the Western University Agricultural Education Project a $2.5 million amendment was signed in September 1987. This increase will fund U.S. scholarships for masters degree training for forty women university lecturers, plus Indonesian scholarships for masters degree training for an additional twenty women. The in-country component is designed for lecturers who, because of family or cultural reasons, cannot leave Indonesia. All sixty positions were filled through a series of interviews, with selection criteria based on academic background and, due to time constraints because of the PACD, some English ability. All participants are primarily from the field of agriculture or related areas including regional development, biology and food technology. Upon completion of their masters degree, all will resume teaching positions in their home universities.

Malawi: A major objective of the new Human Resources and Institutional Development Project is to increase the number of women in professional, technical and managerial fields. This will be accomplished in two ways. First, the project will finance scholarships for at least 60 women to pursue undergraduate and graduate degrees at the University of Malawi in non-traditional women's fields such as engineering, accountancy, agriculture, chemistry, public health, math, physics and computing. Second, the project will help strengthen the National Commission on Women in Development. Assistance wil be provided to the Commission to prepare WID strategies; to develop supplemental educational materials for primary and secondary school girls in order to reduce post-secondary school dropout rates among women; and to provide career guidance services to employers to encourage the employment and promotion of women in non-traditional positions. Also, two women will be sent abroad for graduate level training. The approximate DA funding for the WID component is $500,000.

ENVIRONMENT

Pakistan: The Forestry and Development Project has funded a design effort to identify women's development activities that could be incorporated in the field operations of tree nurseries and plantations established under the project. In addition, a

segment of the sociological baseline study examines the role of women in fuelwood collection, marketing, and use. Finally, an add-on to the project is now being discussed which will provide funding for a female hostel at the Pakistan Forestry Institute in Peshawar, as well as funding to recruit and train women foresters.

Peru: USAID/Peru's ongoing Integrated Regional Development Project is an example of a project where women have been major providers and beneficiaries and have been instrumental in achieving the project's objectives. Under the rural public works component, 40 percent of the rural promoters who were responsible for organizing the community's voluntary labor contribution for community works such as reservoirs, irrigation channels, and access roads, were women. Also, about 35 percent of the total community voluntary labor was provided by rural women. Under the population centers sub-component of the project, 50 percent of the urban promoters who were responsible for organizing the communities and establishing specific mechanisms to manage credit programs, were females, and about 60 percent of the beneficiaries of these credit programs were women. Of the professional engineers and supervisors under the project, about 5 percent were female, which is significant given that electrical engineering has historically been a predominantly male-dominated field. Under the technical assistance and training component for the departmental development corporations and municipalities, 20 percent of the professionals responsible for technical assistance services were women. Also, at the community level, 30 percent of the administrative personnel were female. Women also fully participated on a par with men as trainees in the educational programs under this component. An estimated $4 million, or 25 percent, was directed toward WID.

HEALTH

Guatemala: The $9 million Oral Rehydration Therapy (ORT), Growth Monitoring and Education Project directs approximately $1.0 million to women through health interventions which improve pre and post natal care of mothers. The 1987 project amendment also included funds for operations research directed to recommendations for ameliorating the effects of carbon monoxide from cooking smoke on pregnant women. Funds were also included for improving skills of traditional midwives, including the identification and referral of high-risk mothers.

Senegal: In a family planning project aid to women's cooperatives through social centers throughout the ten regions encouraged women to take up food processing, vegetable growing, sewing, and cereals marketing. The centers finance the activities as a means of reaching and educating women on health, nutrition and family planning.

Assistance to women through its mother and child health program included food distribution (U.S. fortified) to some 75,000 mothers and 84,000 children from 430 centers throughout rural Senegal. In 1987, 12,000 metric tons of food were imported for this program, which also includes child growth monitoring and health and nutrition education.

Mauritania: In the Rural Health Services Project, women are a key target of this project, which is designed to improve the effectiveness of the national Expanded Program of Immunization (EPI) and to develop an expanded and integrated community-based primary health care system in two regions. The EPI component delivers vaccine to children under five and women of child-bearing age. The project's training component improves the skills of traditional birth attendants, all of whom are women, as well as community health workers, of whom a small number are female. The project also funds third country short-term training for female nurses and midwives.

SMALL-SCALE ENTERPRISE/PRIVATE ENTERPRISE

Bangladesh: The Women's Entrepreneurship Development Project (WEDP) began as a pilot activity in 1981 as part of the rural industries project being implemented by the Bangladesh Small and Cottage Industries Corporation (BSCIC). The project is DA funded. The program goal associated with the rural industries project is to reduce under/unemployment and increase productivity and real incomes of rural women in rural areas. Its purpose is to expand the participation of women in economically viable cottage industries. The WEDP component has two subgoals: (1) expanded cash contributions to family income by women, and (2) expanded participation of women in the family decision-making process. Since 1981, WEDP has provided technical assistance from rural centers and over 9,000 loans averaging $75 U.S. dollars directly to women in rural areas and has maintained a loan recovery rate of 80 percent. WEDP has proved to be an exceptional, innovative Bangladesh Government program managed almost entirely by women, for women. Because of WEDP's success, USAID plans on expanding project activities from the current 9 rural centers to a total of 20 centers by 1990. Project beneficiaries will have access to credit and business-related extension services.

Gambia: The main objective of the Rural Enterprise Development Project is the marketing of food crops and apicultural (bee) product. A marketing study which is being carried out under the project affects a substantial number of women food crop producers and merchants, approximately 35-40 percent of these producers and merchants are women located in the Ouham and Ouham-Pende regions. Information provided by the marketing study will enable women to capitalize on the present market system, indicate the products in demand, their prices at given periods, products to be stored and sold at a later date, and the most appropriate market places. Women will thus become stronger competitors with other principal marketing agents. It is also anticipated that women will organize among themselves.

Pre-cooperatives that will benefit from training are in record keeping and bookkeeping. In addition, short-term training programs and seminars will be organized in marketing for women producers and merchants. In the apiculture component of the project, women also play a very active role. Women are the producers of beeswax and honey as well as honey beer. The production and sale of honey beer -- a highly profitable operation -- are monopolized by women. $1.2 million will be expended in behalf of women.

Honduras: The micro development project enhances the productivity, employment and income generation potential of entrepreneurs in the informal sector of Honduras. The project is helping to strengthen a local private voluntary organization which provides credit and technical assistance to develop or expand microenterprises. A recent gender analysis of the beneficiaries by the Interamerican Foundation indicates that the income of those enterprises run by women has tended to increase more than the income of those run by men. As a result of this project, 490 new jobs have been created, of which 170 are women's and approximately 3,700 existing jobs maintained, of which 2,180 are women.

Kenya: The Kenya Rural Enterprise Program (RPE) was established by USAID to support micro business development in Kenya's informal sector, mainly through Kenyan non-governmental organizations. The program provides grants to be used for the provision of loans and technical assistance to enterprises run by the rural poor. RPE also provides training and technical advice to local NGO's, to help upgrade institutional capabilities in the difficult sector of small-enterprise assistance.

To date, twenty-five grants have been made, totalling $3.2 million, with the total number of beneficiaries projected at approximately 4,500.

In selecting projects, RPE places strong emphasis on support to women. As a result, over 60 percent, or 2,700 of the clients of current projects, are women. Some brief examples of projects follow to highlight the type of assistance being provided to women:

a. The National Christian Council of Kenya: Small business scheme operates in six secondary cities and towns in Kenya. It provides loans and technical assistance to 650 very poor clients, of whom 520 (80 percent) are women. The program has produced over 80 percent repayment rate and income increases of 30 percent, mainly among hawkers, vendors and market women. With USAID support through RPE, the National Council of Churches has upgraded and expanded the scheme to reach up to 2,000 clients with loans to be administered through local branches of the Kenya commercial bank. The men-to-women ratio in clients is expected to remain the same in the expanded program.

b. The Kenya Women's Finance Trust (KWFT), an affiliate of Women's World Banking, was formed in 1984. It is the first women's credit institution in Kenya. RPE has made a major contribution to the development of this institution, through the channeling of $250,000 in grant and loan guarantee funds and extensive training and technical advice in the formation of credit systems and staff upgrading. While attempting to open up greater opportunities for women to access commercial credit, KWFT provides training to women entrepreneurs.

   Through KWFT, USAID funds are supporting two credit programs: (1) a direct revolving fund for poorer women with limited business experience; and (2) a credit-guarantee program, through Barclay's Bank, for more experienced business women who should qualify for commercial credit but do not, due to the conservative collateral policies of local banks.

   Still in its early stages, KWFT currently finances 120 clients and experts, which should increase to 300 by 1988. In terms of opening up commercial credit to women however, its advocacy goals should result in a much greater impact.

Liberia: The Nimba County Small Enterprise Development Project, which is a sub-project of a PVO/NGO project integrates successfully WID issues in private enterprise development. The project is geared towards developing and improving a rural financial infrastructure in Nimba County. This project, with a LOP of $1,200,000 is aimed at strengthening and expanding PFP/L's own capability in delivering savings, credit and small business management assistance. For FY 87/88 the project will allocate up to 60 percent of the loan fund for WID activities through credit and small businesses (i.e., retail, service and production) and to market women, engaged primarily in selling goods.

Pakistan: A segment of Pakistani private sector women who have not noticeably benefitted from the PSSP are those who own and manage small-to-medium sized businesses. These include boutique owners, garment and toy manufacturers, textile designers, architects, owners of advertising agencies, and marketing and management consultants. Interestingly, even as little as six to eight weeks of training experience in the U.S. has enhanced their specific skills, which has helped in the growth of their businesses. Although the program was initiated only three years ago, it is worth noting that each year there has been marked progressive increase in numbers of female applicants, as well as in numbers selected.

In order to reach a larger number of the private sector women target group, in-country workshops have also been initiated, with increasing success. These workshops on women in management are for mid-level working women and women entrepreneurs.

Sri Lanka: During 1987 support was given for the conduct of a trade fair and exhibition, 'AGROMART 87,' organized by the Women's Chamber of Industry and Commerce (WCIC). WCIC is an active, three-year old not-for-profit volunteer organization having 91 members, mostly in business or professions, and one paid coordinator. It provides assistance to rural women entrepreneurs in identifying business opportunities, marketing and obtaining credit and training.

Last year, WCIC organized 'AGROMART 87', a six day trade fair and exhibition. Over 100 groups, agencies, and companies participated. Around 15,000 persons attended. A number of new business activities resulted, including the export of aloe vera to Japan and silk to several overseas markets, improved business practices, and a regular market information program on the local radio station.

USAID supported this activity by covering several specific costs requested by WCIC (producing a catalog cum manual and technical assistance from the Institute of Cultural Affairs) from the Private Enterprise Promotion Project (PEPP).

This example involved only a small amount of USAID project funds, but was for an activity which received considerable public attention and had a positive impact. Other less publicized aspects of the PEPP project, and particularly services given through the Sri Lanka Business Development Center (SLBDC), may also be considered WID-integrated. For example, business advisory services, rural entrepreneur training courses, and management training courses of SLBDC, regularly include women.

Thailand: The project is assisting women entrepreneurs to help themselves through a loan guarantee program. The parties in the program are Women's World Banking (WWB), participating local organizations and individuals, and Bangkok Bank Limited (BBL). BBL agree to make loans to women borrowers up to two times the amount of the WWB guarantee fund on deposit with BBL and four times that of participating organizations and individuals. The three parties share the responsibility for any loan defaults. The USAID grant provides borrowers and other clients with training and marketing assistance essential to the sucessful operation of their business.

All the management staff are women. Most of the working staff are women. All the loans (now over 700) are contracted with women. Over 70 percent of the loans are for agricultural development, with the vast majority of borrowers being group members in rural areas. The remainder are in various businesses, both production and commerce.

PARTICIPANT TRAINING

Mauritania: Human Resources Development Project is designed to improve the technical and administrative capacity of Mauritanian public and private sector institutions. This project provides training opportunities for women in and out of the country. Currently three professional women are in Tunisia for computer skills training, a highly placed women lawyer on the staff of the central bank is in Rome for a short-term course on privatization, and another woman is undertaking long-term training in library sciences in Dakar. In addition several women have received short-term in-country training in computer technology under this project. Though the numbers are few, the women supported by this project represent an important segment of the tiny class of professional women in Mauritania. In a society which traditionally has severely restricted women's travel and economic opportunities, the impact of such project training is significant.

Pakistan: In the WID context, the Development Support Training Project (DSTP) seeks to promote training scholarships for women from both the public and private sectors. Targets for training women are set in cooperation with the GOP each year. In order to increase women's participation, a private sector scholarship program is also being implemented. In addition, approximately 75 women from the public sector participated last fiscal year in overseas training program supported by the project; the planned totals include a minimum of 10 scholarships for women.

In-country management training seminars and workshops for women managers, supervisors and entrepreneurs from the private sector are supported under the project as well. The topics of these courses are: career planning, time management, conflict resolution, problem solving, leadership, inter-personal skills, entrepreneurial characteristics, risk-taking, starting small enterprises, market survey and research, strategic planning, quality control. The $1 million provided under DSTP for development of the Lahore University for Management Sciences (LUMS) also helps to increase female participation. USAID scholarships have funded 35 deserving students, of which 20 percent were women. Finally, a grant of $163,000 was made to the Ministry of Social Welfare for WID-related projects such as the strengthening of the vocational training center for rural women, which offers courses in community development and child care; also in-service training for female social workers.

Togo: The OICI Agricultural and Extension Training Project started its women's training campaign in December 1986 after a mid-term project evaluation pointed out the importance of including young rural women in training programs. A training program in vegetable and small livestock production was designed for rural young people between the ages of 16 and 28. Last year a total of 216 rural youths (including 78 young women) were trained in these areas.

36 percent of last year's OIC/Togo graduates were young women. This year, the project will train seventy (70) women in the young women's program (35 are currently enrolled). In order to further enhance the status of women in agricultural development, the project has recruited twenty-five (25) young women into its long-term, intensive, young farmers' training program. This number represents 35 percent participation of women in OIC's young farmers' training. The projected training outputs for 1988 will be 190 graduates, of whom 95 (50 percent) will be young women. The basic young women's training program has been increased from three (3) months to four (4) months in order to include courses in family nutrition, hygiene, and small enterprise development.

The OIC/Togo young women's training program was a rather bold experiment. Obstacles have been overcome by good management and the delivery of tangible training benefits. The OIC program has caught the eye of UNDP which plans to fund private enterprise grants to promising graduates from succeeding OIC/Togo womens' classes. OIC/Togo will provide the necessary extension follow up to enhance success rates of entrepreneurial undertakings.

POPULATION

Bolivia: One important step taken in FY 1987 was the approval of the first bilateral family planning program in Bolivia. The grant provided $31,500 from DA bilateral funds and centrally funded commodities to the Ministry of Health and Social Welfare to initiate family planning services in hospitals on a pilot basis. This three year program will benefit approximately 20,000 women in seven cities. The Ministry of Health also has agreed to permit A.I.D. this year to establish a centrally-funded contraceptive social marketing effort in the private sector. At a first stage the $200,000 project will support the subsidized sale of contraceptive products in all urban areas through established pharmacies. It is anticipated that the project will benefit about 100,000 women throughout the country.

Nepal: The Integrated Rural Health and Family Planning (IRH/FP) Project is geared to the welfare of family in general, and women and children in particular. The exercise of disaggregating the multiple costs associated with these activities is difficult. The illustrations below demonstrate the direct USAID input to specifically involve women in the overall program.

USAID is committed to the concept that field level workers should be women. Because of direct and insistent USAID pressure on GON, 56 of current local health workers are women. Reinforcing A.I.D.'s commitment, centrally funded NGO research proved that women are effective as field workers for maternal and child health care and that women sustain contraceptive prevalence for temporary methods at high rates (up to 40). This research strengthens the case for women field workers that A.I.D. is promoting. Lastly, the recently completed evaluation of HFP paid particular attention to program impact and involvement of women. They recommend priority be set on women as field workers in the future.

WATER

Burkina Faso: USAID/Burkina Faso presents an example of an activity which integrates women's issues into the water sector:

Village water supply projects in countries where women are the principal transporters of water inevitably have impact on women. The Burkina Faso rural water supply was no exception. While the project designers accurately identified women in the project area as principal beneficiaries, the decision taken mid-project which continues to have widespread impact in Burkina Faso beyond the project itself was the development of a "Practical Guide to Community Health" which the final evaluation characterized as an "important accomplishment of the project."

The guide, a collaborative effort of the Ministries of Water and Health and USAID/Burkina Faso, was written specifically with different ethnic groups and women in mind. It can be used by different levels of health workers and even extension agents in other fields, although it ws aimed to complement training received by the project's 109 itinerant health workers and allow them to work better with the project's 848 village health committees.

The guide demonstrates in simple text and pictures how to perform a basic socioeconomic study of a village, how to organize health activities and health education, and how to communicate with villagers. It also explains likely constraints and presents case studies. Also included are many useful technical annexes on ethnic groups, diseases, health surveys, pump maintenance, latrine construction et al.

Central to the guide is how to be sensitive to and communicate/work with women who are not only porters of water but key participants in decisions regarding water use, village health and new well construction. This client-oriented approach was a new one from the prevailing top-down government assistance. The guide has been enthusiastically received by health workers and villagers alike. Because of extensive pre-testing before publication, the guide did not have a real impact during the life of the A.I.D. project. However, all project health and well/pump maintenance activities are ongoing under the aegis of the Government of Burkina Faso.

In addition, the guide has been picked up as a model community development tool by the other major donors (World Bank and Netherlands) in the water sector. The original guide is also being updated and further adapted to other ethnic groups and geographic regions by the two concerned Ministries.

Tunisia: The Rural Potable Water Institutions Project addresses an institutional approach to the operation and maintenance of rural potable water systems. The project's training plan provides for third country and U.S.A. training in addition to extensive LOP in-country training programs which are aimed equally at men and women. Approximately 35 individuals, mostly GOT officials at the regional level, will be trained in the U.S.A. and third countries. USAID has established a biweekly joint project review committee (counterpart) meeting approach to monitor progress in meeting project objectives. These joint reviews have already determined that 20 percent of the U.S. and third country participants will be women. Moreover, these review meetings will enable USAID to monitor the selection and training of participants.

In addition, construction of new water points under this project will further benefit women. It will decrease the distance women who must haul water, thus freeing time for other (possibly income generating) tasks. Increased amounts of potable water will aid women in household responsibilities of cooking, cleaning and hygiene care of children.

The project's title is Rural Potable Water Institutions Project and the Mission estimates that approximately $500,000 is directed at WID, including training activities. The project is funded with ESF funds.

WID POLICY

Barbados: The Barbados Regional Development Office for the Caribbean (RDO/C) has recently taken steps to enhance WID perspective in our programs. For example, in November 1987, a new Mission order on women in development was issued, designating the RDO/C Deputy Director as the WID Officer and identifying a position of WID Coordinator within the program office. The function of the WID coordinator is to give operational focus to WID activities both within the Mission and between the Mission and other donor agencies, as well as with OECS public and private sector institutions. At the same time, we commissioned the Institute of Social and Economic Research of the University of the West Indies to carry out a special assessment of RDO/C assistance to women in the Caribbean, to enable the Mission to increase the extent to which WID concerns can be integrated in development strategy, project design and implementation.

Lesotho: The first meeting, in November 1987, resulted in a number of recommendations for approaches which the Mission could take to strengthen its WID activities. These include:

a. examining the activities of otehr donors to avoid overlap and to promote collaboration;

b. investigating how Roman-Dutch law, traditional Basotho law and government policies are affecting women;

c. supporting a bibliographic search to collect disaggregated data to assess what information already exists on the status of women in Lesotho;

d. developing a set of evaluation criteria or guidelines to assist the Mission in assessing whether WID issues have been adequately addressed in existing and proposed projects;

e. further supporting the dissemination of information on women's activities through the development of resource directories and media campaigns; and,

f. developing a gender disaggregated statistical base to assist the Mission in planning support for future projects and assistance. Specific issues that the Mission WID strategy might consider includes women's access to credit, training, learning new skills, money earning opportunities, family planning, day care, investment, health care including family planning and housing.

Of these, the bibliographic search has already begun (as mentioned above) and will provide information for both coordinating donor activities and assisting the Mission in future planning.

From these approaches to a Mission-wide policy, two documents have emerged, written by technical assistance from the Office of Women in Development and CID and Mission staff. The first is a document which has taken the recommendations from the WID policy committee and outlined them as strategies for improving Mission performance in WID. The development of a set of evaluation criteria for assisting the Mission in assessing whether WID issues have been adequately addressed in existing and proposed projects using a synthesis of evaluation/guideline criteria from gender framework (PPC/WID), criteria for evaluation of development projects involving women (ACVAFS), and other pertinent A.I.D. documents have taken priority in our WID office. Once completed, the set of evaluation criteria or guidelines will become a part of a second document which is the outline of the Mission WID policy document.

The final Mission WID policy document will involve A.I.D.'s official policy and guidelines, a statement about USAID/Lesotho's commitment to WID issues, a background paper on the current role and status of women in Lesotho as well as all USAID/Lesotho existing and proposed WID initiatives. Further, the WID office is in the process of drafting an immediate document stating the Mission's WID objectives based on A.I.D.'s WID policy.

South Africa: WID is a priority area under the community outreach and leadership development sector, and a number of agreements were entered into in FY 87. These include funding an umbrella organization designed to disburse funds to a number of organizations undertaking projects which address the self-defined needs of women; a women's publishing house; and a project designed to hold workshops to debate the role and status of women and to produce information papers. Projects funded in other sectors include a data collection project, and a rural women's outreach program. Additionally, the Mission funds an advisory council on women and has financed an analysis of female participation in its bursaries program. A WID strategy paper is currently being prepared.

Zaire: USAID/Zaire has made a considerable effort over the years within its project portfolio to develop initiatives that would improve the status of women. The Mission has focused particularly upon women farmers, however in general USAID has found that once the level of production reached profitable stages, as opposed to purely subsistence level production, the men took over the major roles. The Mission is planning in late FY 1988 or early FY 1989, to undertake a major program evaluation of Mission WID activities, initiatives undertaken, successes, failures and reasons therefore. USAID's objectives are to develop realistic guidelines which will allow projects to have a greater positive impact upon the status of women.

APPENDIX B

FACT SHEET

A.I.D.'s WOMEN IN DEVELOPMENT PROGRAM

I. BACKGROUND

The Agency for International Development's Women in Development (WID) policy was established in 1974 in response to Section 113 of the Foreign Assistance Act, also known as the Percy Amendment. Section 113 requires A.I.D. to ensure that concern for Third World women as participants and beneficiaries of economic development is a significant practice within the Agency, i.e., to "institutionalize" the integration of women's issues into the Agency's program and project processes. The Agency's 1982 Policy on Women in Development delineates succinctly the Agency's responsibilities for integrating women into A.I.D.'s development activities.

Within A.I.D., the office of PPC/WID was created to oversee A.I.D. compliance with the women in development policy. Located within the Program and Policy Coordination Bureau, the Office's current activities include:

- Raising relevant gender issues in the standard strategy and project documentation review and clearance process, until such time as general A.I.D. staff have developed the expertise to address these issues appropriately from the outset. PPC/WID works closely with the central offices and bureaus and with the geographic bureaus to ensure that USAID Missions report on WID plans and activities in their annual programming and budgeting documents.

- Assisting A.I.D. staff both in Washington and in the overseas missions to improve the quality and effectiveness of their work in directing project resources to appropriate targets. The office provides overseas USAID Missions and Washington-based bureaus project-specific technical assistance that will further enhance women's participation in mainstream development activities. It sends technical assistance teams overseas to: gather gender-disaggregated data on the actual and potential roles of women in proposed projects; perform socio-economic analysis in relation to project goals; assess the potential for any unintended isolation of women; and adapt project design accordingly.

- Developing pilot projects and tools for use by all A.I.D. personnel in addressing gender issues inherent

in areas of A.I.D.'s overall strategic emphasis (i.e., policy dialogue, private enterprise, technology transfer, and institution building).

Although oversight rests with PPC/WID, all A.I.D. bureaus and offices are responsible for the integration of women in development issues in assistance projects and programs. At the request of the Administrator, all Agency central and regional bureaus have developed specific Action Plans to establish procedures and systems for institutionalizing WID throughout their programs and projects. For example, the Africa Bureau recently instructed all its Missions that their FY 88-91 Action Plans must incorporate appropriate language about gender. This effort fulfills one aspect of the Agency mandate and an element in the AFR/WID Working Group's Action Plan which focuses on bureau sensitization and staff training, program development, research, monitoring and evaluation, and project initiatives.

II. HIGHLIGHTS OF THE AGENCY'S WOMEN IN DEVELOPMENT ACTIONS

A. Technical Assistance

o Agriculture

- In ZAIRE and SENEGAL, PPC/WID technical assistance teams examined the impacts of policies on women in the agricultural sector as part of the Bureau for Science and Technology's Agricultural Policy Analysis project. The teams adapted the existing Policy Inventory to focus on women in agriculture and synthesized the known policy impacts on women farmers, traders, and consumers. The goal of this project was to assist both donor and host country personnel in understanding existing policies and the implications of policy adjustments regarding equity and efficiency in the rural sector. Planning is underway to extend the adapted Policy Inventory to four additional countries with further PPC/WID assistance.

- In MALI, a team of consultants from the International Center for Research on Women (ICRW) and the Consortium for International Development (CID) reviewed and made recommendations on current USAID Mission projects. Among the recommendations involving projects in the process of redesign and subjects for follow-on research, a scope of work was written for the study "Documentation Center on Women and Rural Development." In this study, worldwide secondary data sources will be consolidated to serve as baseline information on the variables of women/rural development/agriculture for Mission project design and implementation.

- Technical assistance in RWANDA supplied by ICRW helped write a Project Implementation Document (PID) using PPC/WID's Gender Information Framework to appropriately incorporate gender considerations in a Natural Resources Management Program.

- In LESOTHO, a Title XII University consortium team will study the "Effects of Newly Introduced Technologies on Women." This study will address possible adverse effects of technologies and herbicides on poor rural women, who depend on weeding and harvesting for employment. A similar study on "Food Consumption and its Relation to Production" will be undertaken by a consortium team effort to diversify and improve diet. The study will involve analysis of secondary data on consumption, nutrition, and marketing. The team will also conduct a study on "Sorghum Production and its Use." The Government of Lesotho is trying to relieve the grain import burden by increasing the production of sorghum, which has the advantage of being more drought resistant than other grains.

o Education

- In LESOTHO, a team has identified and will carry out research to compile a "Directory of Alternative Income-Generation Possibilities." This directory will be used to encourage women to pursue educational opportunities to prepare them for alternative non-traditional income-generating activities.

- To further the work being done under A.I.D.'s Basic Research and Implementation for Developing Educational Systems project (BRIDGES), PPC/WID is funding a sub-project to facilitate greater improvements in girls' retention, transition, and dropout rates. The project will provide a statistical data base and use microcomputer modeling to explore alternative strategies that more effectively reach girls in developing countries.

- Through collaboration with the Africa Bureau under the Human Resources Development Assistance Project (HRDA), PPC/WID will manage an activity to provide technical assistance to create two prototype country training potentials profiles for women. HRDA is designed to relieve human resource constraints in ongoing development programs for 29 African countries. It encourages the use of in-country and third country training facilities, where appropriate, instead of more costly U.S. training.

o Income-Generation and Small Scale Enterprise

- In MALI, a technical team will study "Women's Organizations of Rural Mali." Incorporated into the Haute Vallee project, this effort will involve data gathering on traditional women's organizations to determine whether they can serve as pre-cooperatives that could support credit activities and literacy training groups for rural women.

- USAID's efforts to assist CHAD in restarting its economy have focused on the Volunteers in Technical Assistance (VITA) credit project. PPC/WID technical assistance has provided a study of gender-related problems experienced by the project. Specifically, USAID is concerned about the lack of credit applications from women. The scope of work (SOW) written by the technical assistance team will involve surveying women to determine the constraints to their applications for loans.

- In 1988, PPC/WID developed a grant to the International Executive Service Corps (IESC) and Women's World Banking (WWB). These two organizations will team up in the DOMINICAN REPUBLIC to select up to eight women-owned or operated businesses in a pilot project to test a new credit model. IESC will provide technical assistance to the firms, and WWB will follow up with loan guarantees. The objective is to assess if the combination of technical assistance, training, and credit can assist small, local women's businesses to expand in the domestic market as well as the international market.

- The Bureau for Science and Technology's (S&T's) Assistance to Resource Institutions for Enterprise Support (ARIES) project is designed to help increase the effectiveness of institutions that promote micro and small-scale enterprises. ARIES enhances USAID's capacities to implement women in development policies in the small-scale enterprise sector by integrating gender issues into strategies and programs, analyzing constraints faced by women entrepreneurs, and developing administrative capacity within the intermediary organizations charged with implementing income-generating activities for women. In JORDAN, a technical assistance team from PPC/WID provided assistance to the Mission in the design of the Small

Entrepreneur Project, which has as its objective the promotion of growth and employment within the micro and small-enterprise sector of the economy. In this ARIES sectoral study, PPC/WID technical assistance served to guide the team to focus on specific issues relating to women small-scale entrepreneurs.

- The Office of Women in Development plans to expand its capability to address small and micro-scale enterprises with a "buy-in" to a major A.I.D. contract with Arthur Young Incorporated/SRI International held by the Bureau for Private Enterprise. This buy-in will provide PPC/WID with access to a wide range of expertise to support Missions in market-based economic growth strategies, to provide technical and policy assistance to Missions, to consolidate and institutionalize private sector programs, and to promote policy dialogue with foreign governments in order that they make necessary public policy reforms and revisions to encourage investment and jobs-creation in the domestic economy.

B. Portfolio Reviews

- USAID/YEMEN has undertaken a portfolio review of projects to assist with appropriate WID interventions. The suggested interventions will be used as the basis for developing scopes of work to be carried out by Title XII consortia technical specialists and thus will not only contribute to improving Yemeni women's participation in A.I.D. development projects, but also support PPC/WID efforts to ensure that WID activities are coordinated even when carried out by a variety of A.I.D. collaborators and contractors.

- USAID/BANGLADESH asked PPC/WID to assist in the preparation of a "Women in Development Implementation Plan" to promote the objectives of their existing women in development strategy. ICRW was able to work with the Mission's Program Office, WID Committee, Project Managers and local government and PVO counterparts to review the Mission's portfolio of projects and programs and develop concrete WID goals, priorities, and targets for every project and organize them into a coherent plan. The plan gives priority to certain agricultural activities, micro-enterprise development, education and training, and to a lesser extent food-for-work and infrastructure projects. The roles and responsibilities of different staff in the Mission and counterpart agencies were included in the guidelines for implementation, as were mechanisms for tracking progress.

C. Evaluations

- PPC/WID, at the Mission's request, has funded technical evaluation support in USAID/PAKISTAN's five-year program review. The evaluation includes WID as a cross-cutting issue; an important element is an assessment of the social and equity impact of the program, particularly on lower income groups and the very poor.

- The Africa Bureau Task Force has identified 2 evaluations in which PPC/WID technical assistance is desired:

  - o In MALAWI's Agricultural Research and Extension project, a PPC/WID team member will focus on socio-economic assessment and evaluation of the project vis-a-vis gender issues. The mid-term evaluation will assess institutional capacity to develop, test, and transfer improved technology to smallholders, to evaluate linkages of farmer/adaptive research teams and commodity research teams, and to assess the Ministry of Agriculture's planning and training.

  - o PPC/WID will support the addition of a member to a team evaluation of of ZAIRE's Central Shaba Agricultural Development project. The project goal is to achieve self-sufficiency in staple food crops in the region, and the evaluation will assess project activity impact on rural farmers. The team member will focus on the socio-economic aspects of women in production, extension, and marketing.

- The Bureau for Private Enterprise (PRE) and PPC/WID are collaborating in developing a system whereby all evaluation scopes of work include a WID section which addresses the involvement of women in private enterprise development, both as entrepreneurs and as employees filling new work places created by an expanding private sector. In addition, the plan foresees the development of recommendations by PPC/WID for specific scheduled evaluations of PRE projects. This practice has already been implemented in the case of PRE's International Executive Service Corps (IESC) evaluation. Collaborative efforts are emerging with the Science and Technology Bureau (S&T) for team assistance with the Rural Development/Small Enterprise and Employment and the Nutrition and Health Offices' evaluations.

D. TRAINING

PPC/WID has taken the lead in supporting the training of A.I.D. personnel on "how to" address and incorporate gender issues in policy and project development:

- The Gender Resources in African Agricultural Systems workshop for the Africa region was held in Nairobi, KENYA in September 1987. The goal of the workshop, co-funded by the Africa Bureau and PPC/WID, was to provide Mission personnel with information, tools, and guidelines for incorporating gender considerations into agricultural development programs and projects. This pilot-effort for A.I.D. Africa-based senior Agriculture and Program Officers responded to the need for practical guidance to assist the Africa Bureau in implementing A.I.D.'s policy on women in development.

- At the request of the Latin America and Caribbean (LAC) Bureau, PPC/WID conducted one day workshops in GUATEMALA and in BOLIVIA. These workshops were sector-focused on agriculture as well as income and employment-generating activities, two priority sectors for the Office of Women in Development.

  These workshops are generally considered to have been quite effective in providing the "hands on" information and guidance on WID required for truly integrating women into all stages of project design and implementation. An indication of the success of staff training is that BOLIVIA has requested two follow-up workshops in Spanish, and GUATEMALA asked that the implementing contractor, ICRW, return for work on Mission portfolio reviews and gender strategy development. The DOMINICAN REPUBLIC requested and received a similar training workshop.

- PPC/WID is in the process of regularizing certain Washington-based training activities. The Office is now involved in the Agency's New Entry Training program for new hires and International Development Interns (IDIs) and will soon be involved in the Development Studies Program.

- PPC/WID's involvement in the 1987 Farming Systems Symposium contributed to gender considerations being identified as a major theme in the 1988 Farming Systems Symposium, a forum which brings together 300-plus practitioners from all over the world. Most participants are involved in A.I.D.-supported development activities.

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- To complement ongoing training, a series of sector-specific guidebooks on gender issues in development activities have been produced for A.I.D. personnel. These guidebooks are to familiarize personnel with design strategies which include women's concerns in all A.I.D. projects and programs. Sector-specific guidebooks have been published on gender issues in basic education/training and small-scale enterprise. Another is currently underway on agricultural systems and natural resource management.

- A multi-sectoral Latin America and Caribbean (LAC) regional guidebook was co-funded and produced by PPC/WID and the LAC Bureau. The LAC guidebook has been highly acclaimed and has served as the basis for PPC/WID workshops in BOLIVIA, GUATEMALA and the DOMINICAN REPUBLIC. The development of other regional guidebooks is under consideration by the Office of Women in Development.

E. Research and Pilot Activities

PPC/WID collects and disseminates information and data on women's roles in developing countries, communicating with A.I.D. personnel both in Washington and overseas. The Office provides funds for research efforts designed to provide information about women's roles in the developing world and for pilot projects which eventually can be replicated in major Agency programs.

- PPC/WID is currently funding a project in collaboration with the Peace Corps (PC) and the private voluntary organization (PVO) CARE to train women in record keeping and tree nursery management in CAMEROON. This pilot activity, as part of USAID/Cameroon's Village Agroforestry project, is designed to promote A.I.D./PC/PVO collaboration as a means of reaching rural females. The goal of this initiative is to increase the participation of women in Peace Corps and A.I.D. projects by addressing unforeseen and/or evolving needs of women in existing A.I.D. projects. Planning is now underway to add a similar WID pilot project in Guatemala with CARE and USAID/Guatemala's Family Fish Pond Development project.

- The limited availability of census data on the roles of women in developing countries has been addressed successfully in recent years under the PPC/WID-funded "Statistical Data on Women Project" with the U.S. Bureau of Census, which produced information on women in 120 countries. Four regional handbooks and a summary chartbook, entitled Women of the World were published and widely disseminated throughout A.I.D. and the international donor community. These handbooks compile recent gender-disaggregated data by country and sector for the developing world and continue to be a much-used resource for development professionals.

- Mission-based and independent educational research includes a PPC/WID co-funded study with USAID/THAILAND to analyze secondary research data on the status of women in the Thai economy. This research is expected to provide a prototype "snapshot" of women in the local economy that can be emulated by other Missions.

- PPC/WID has participated actively in the growing A.I.D. and Congressional interest in urban development. PPC/WID has provided briefing materials for U.S. Government representation to the United Nations Commission on Human Settlements (HABITAT); assisted in the preparation of a report on urbanization for the House Appropriations Committee; and prepared a technical paper for submission to the Eleventh Conference on Housing in Sub-Saharan Africa in Malawi.

- PPC/WID will continue the Gender Resource Awareness in National Development (GRAND) project, a micro-computer simulation model that demonstrates the economic impact that effective participation of women and girls can have in different economic sectors. Models for gender resource analysis have been developed for PAKISTAN and JORDAN, and work is nearing completion in LESOTHO and SENEGAL. The programs are tailored to each country situation incorporating such sectors as agriculture, small and micro enterprise, education, and water/sanitation/health. This microcomputer policy-dialogue project will assist Agency personnel and host-country policy and decision-makers in gaining a better understanding of the direct and indirect

benefits of women's contributions to economic development. In the long term, the GRAND project objective is to institutionalize the process of gender-relevant analysis to maximize the efficiency of development planning.

- PPC/WID also co-funded with USAID/ECUADOR the compilation of conference papers presented at a PPC/WID co-funded seminar in Quito, Ecuador. The recently completed book, The Informal Sector, Micro-enterprise and Women's Work in Latin America, by ICRW, focuses on low-income women's access to credit and includes chapters on technical assistance and training, the role of lending institutions, case studies of selected micro-enterprise credit programs, and the impact of credit programs on the poor. A Spanish version will be published by the Instituto Latinamericano de Investigaciones Sociales in Ecuador in summer, 1988.

- PPC/WID, through ICRW, has also completed analysis of several key development issues with regard to their impact on and importance for women. One such area of analysis is A.I.D.'s trade development policy and support for the development of ties between private enterprises in developed and developing countries, including offshore production by U.S. companies abroad. An analysis of "Women and Export Manufacturing: A Review of the Issues and A.I.D. Policy" shows that A.I.D.'s emphasis on export promotion has more potential to contribute to women in development goals than previously realized. Moreover, the consideration of gender issues has implications for policies to improve the overall development impact of A.I.D's export promotion activities.

- More recently, PPC/WID funded ICRW's preliminary report on "Women and Structural Adjustment." The paper provides an overview of structural adjustment programs and their impacts, discusses strategies for ameliorating the negative effects of adjustment for women, and suggests the need for additional gender disaggregated research on the topic. The Organization for Economic Cooperation and Development/Donor Assistance Committee (OECD/DAC) Expert Group on Women in Development (Paris) will discuss the macro issues highlighted by the paper and develop an OECD/DAC strategy for action.

PPC/WID is providing funding support to NEPAL's Centre for Women in Development (CWD), a repository of information on women in development. CWD is an ongoing effort to provide an informational system on WID to USAID, other donor agencies and non-governmental organizations. Its current objectives include the systematic acquisition, storage and dissemination of a large data base on the economic development of Nepalese women and the establishment of a network with other regional and international information and research centers on women in development.

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WID ACTIVITIES IN HAITI

USAID/Haiti recognizes the key role played by women and places particular emphasis on gender issues in private enterprise, agriculture, natural resources, education and health (infant and child mortality). Below are a few examples of the A.I.D. Mission's ongoing WID emphasis.

First, the Mission has managed to increase female participation in training courses provided under The Management and Productivity Center (MPC) Project to 25 percent despite the disproportionately heavy workloads of women. The Mission continues to increase female participation in the project by scheduling training at suitable times for women and by reducing its cost.

Secondly, the Haitian Development Foundation (HDF) project provides credit to small and micro-scale enterprises. The Foundation has been active in expanding credit access to women by working through the Fonds Haitien d'Aide a la Femme and Women's World Banking to finance a $100,000 credit fund in Port au Prince for women. It also anticipates funding a $30,000 PHAF credit facility in Cap Haitien to be operational at the end of FY 1988 or the beginning of FY 1989. Approximately 20 percent of HDF's borrowers were women-owned businesses and plans are to increase this to 30 percent over the next two years. Women constitute about 40 percent of the total HDF beneficiaries employed under HDF-financed activities. With the present relative growth of service businesses as compared to the non-service sector, this percentage is anticipated to increase to 50 percent.

Third, the Crafts Export Resource Center (CERC) project is a fine illustration of USAID/Haiti's successful integration of women in export promotion efforts. The male to female ratio of project beneficiaries is almost exactly 1 to 1, and approximately 20 percent of the larger craft producers are female proprietorships. Recently the market has shifted to a greater emphasis on painted articles. Although men have historically been the painters, CERC has taken actions to maintain the beneficiary ratio of 1 to 1 by encouraging and training women to develop painting skills, and more generally, to learn to adjust to continued changes in the market.

Fourth, under the Targeted Watershed Management project, where four private and voluntary organizations (PVOs) are organizing local peasants to invest in improved hillside farming systems, USAID/Haiti has made specific plans to enhance female participation in many project roles. All PVOs will assign women to animatrice positions, at the same level of responsibility as male animateurs, to enlist community participation and extend new technologies. Women form the primary marketing network in the country, and the project relies on them to promote sales of improved production and to translate the income gains to improved quality of life in rural households. Finally, several women will receive technical and financial management training to upgrade their skills as employees or administrators in local PVOs.

Finally, the Mission's major effort in this sector is in primary education with the Incentives to Improve Basic Education project. The female and male populations in primary schools supported by the project are almost even, and at this point, girls are expected to benefit equally with boys. In addition, the Mission provides support to a national literacy campaign implemented by "Mission Alpha," an institution nominated by the Catholic Church in accordance with prior agreement with the Haitian government. Mission Alpha welcomes both male and female participants to its 4,500 centers. The literacy cycle comprises three phases scheduled to last seven months, under normal conditions. Data on phase I are not available. Phase II shows a clear predominance of women attending the literacy centers with the rate of female attendance at 60 percent of the total 64,500 participants. In phase III scheduled to start in FY 1988, a 75 percent female participation rate is expected, of a total of 90,000 participants. This is an increase of 15 percent.

HONDURAN AND GUATEMALAN REFUGEES

With respect to Honduran and Guatemalan refugees, A.I.D. officials have informed me that the Department of State's Office of Refugee Programs has primary responsibility for this issue. Therefore, we have advised the Office of Refugee Programs of your interest in this important matter.

EXAMPLES OF A.I.D. FUNDING FOR WID ACTIVITIES

Burma: The May 1987 report of the final evaluation of the Burma Maize and Oilseeds Project indicated that although it was obvious that the project had resulted in increased overall farm revenues, we could not "specify either the overall change in on-farm revenues or in the farm family's quality of life .... certainly production of oilseeds and maize has risen markedly in the project townships, but what the overall socio-economic impact may be on participating farm families is relegated largely to guesswork. The role, interests and the participation of women in project activities and accomplishments is also undocumented."

The evaluation confirmed what A.I.D./Burma had concluded following a 1986 WID study, i.e., that we needed information to assure that technologies being introduced were appropriate to our objectives and that benefits from the seemingly highly successful maize and oilseeds project were accruing to the farmers and farm families who participated in the program. For this reason, A.I.D./Burma contracted with a U.S. 8(a) firm to develop an information management system to provide farm-level financial and social impact information, disaggregated by sex, to inform ourselves and our counterparts of the effects of the A.I.D.-financed agriculture production projects at farm level.

The Burma Institute of Economics and an A.I.D. contractor have begun development, and will soon field test, a farm level survey instrument in the project area. Based on findings, A.I.D. will adjust technical and other project inputs to maximize benefits to both farmers and their families.

USAID/Burma estimates funds allocated to WID activities are $58,500.

Cameroon: The USAID/Cameroon agriculture portfolio is designed as an integrated program in which women, who compose the majority of the rural sector, are the primary beneficiaries. This program forms the basis of an effective integrated WID program. Three projects in particular: (a) National Cereals Research and Extension II (NCRE) ; (b) Credit Union Development II; and (c) Agriculture Management and Planning are making vital contributions to this effort. They are described below. A fourth project, Tropical Roots and Tuber Research, has been underway for only 15 months and should produce improvement in root crops, especially cocoyams, that will significantly assist women.

vital contributions to this effort. They are described below. A fourth project, Tropical Roots and Tuber Research, has been underway for only 15 months and should produce improvement in root crops, especially cocoyams, that will significantly assist women.

NCRE is doing adaptive research on cereals in seven different areas of Cameroon. This includes testing and liaison units responsible for analysis of the constraints in farming and for field trials of improved technology which addresses the identified constraints. Women are important in farm operations and they have an important place in the field work of this project. Disaggregated reporting has just started. Approximately 1/3 of the farmers who are participating in on-farm trials are women. The women receive seeds, fertilizer and instructions on how to use them from the research stations. Results to date have been encouraging with on farm yields being from 30-50 percent higher than traditional varieties.

The Credit Union Project includes a production credit program for farmers and a rural enterprise credit program for small rural businesses in input supply and produce marketing. There are 60,000 credit union members of which approximately one-third are women. The February meeting of the board of directors approved a program of disaggregated data reporting and analysis in order to increase participation of women in credit union savings, production credit and rural enterprise programs.

Agricultural Planning and Management Project: The 1984 agriculture census compiled information on male/female population, sex of farm operators, age of farm operators, sex/age tabulation for operators, education of farm operators and sex education cross tabulation for farm operators. The 1985, 1986 and 1987 updates have continued this enumeration. Statisticians are now reviewing the data base for further disaggregations and are considering revisions of the sample frame and questionnaire to identify additional gender factors.

USAID/Cameroon estimates funds allocated to WID activities are $9,500,000.

India: An example of successful integration of WID issues is the agricultural support program for rural women in the area of irrigated agriculture. This sub-project is being implemented under the DA-funded Maharashtra Minor Irrigation (MIP) Project.

This women's pilot sub-project has a life span of three years. The sub-project is being executed through the Maharashtra State Irrigation Department with technical and management expertise provided by Marathwada Agricultural University and its Home Science College for Women. The project has appointed its own professional staff, mostly women, to manage the program.

The sub-project is being carried out in four villages covered by the MIP project. Farm women, including landless women working on the farms for wages, are trained in modern and improved farming techniques. The objective is to create awareness among farm women regarding improved technologies in irrigated farming, and to train them in the use of modern farming methods: examples are aspects of irrigation layouts, scheduling of irrigation, use of fertilizers in different cropping systems, water deficiency symptoms, seed production, plant protection, support activities to agricultural post-harvest technologies, maintenance of drainage systems and field channels. The training will also include procedures for payments of irrigation charges and maintenance of the farm.

Local women extension workers are also being trained and the farm women are being helped to develop more remunerative cropping patterns.

USAID/India estimates funds allocated to WID activities are $5,000,000.

Pakistan: Transformation and Integration of Provincial Agricultural Network. In keeping with the cultural practices of the Northwest Frontier Province (NWFP), A.I.D.-financed construction at the Agricultural University in Peshawar includes facilities reserved especially for women, including library reading room, female student and faculty lounges, and other facilities. Appointment of a Dean of Women to the Agricultural University is funded by USAID. The position of Provincial Program Leader, an activity on women in rural families, has been established. Although not specifically A.I.D-funded, the project paper was written to include provisions for a female hostel as part of the GOP's contribution to the project. Twenty-five women are currently enrolled at the University and there are two women on the faculty; prior to beginning of the project three years ago, there were no female students and no women on the faculty.

USAID/Pakistan estimates funds allocated to WID activities are $17,150,000.

Philippines: Although the farming systems development, Eastern Visayas Project, made excellent strides in its initial phase in identifying cropping systems and working with farmers to identify the major constraints to these systems, it was recognized that increased attention to WID considerations would be a key ingredient in reaching project objectives. Therefore, in its second phase and in cooperation with the Office of Women in Development, whole farm analysis is being emphasized. Strategies to expand gender analysis and strengthen the integration of WID concerns include:

> Multidisciplinary site teams, most of whom include women members, are located in six areas in Eastern Visayas. These teams developed good linkages with farm families in the target areas in carrying out initial analysis of the cropping systems. A systematic method for whole farm analysis based on the intra-household division of labor and resources is now being expanded as a key ingredient in identifying constraints and supplying technological solutions.
>
> The analysis of gender roles in upland crop production has been carried out in three of the six sites. The studies make clear that women are the main controllers of the end product use, either for home consumption or for sale. The analysis also suggests that women are the main controllers of farm accounts and thus are in a key position to decide which technologies might be adopted if those technologies require a cash or labor investment. This could lead to the conclusion that any change in crop variety or type should be cleared with the women as they will be aware of the market, cooking or storage characteristics that make one crop more valuable than another.

USAID/Philippines estimates funds allocated to WID activities are $6,100,000.

Somalia: Under the CDA forestry sub-project, the Overseas Education Fund employed refugee women to carry out reforestation activities and establish tree nurseries in an effort to arrest deforestation in northwest refugee camp areas.

USAID/Somalia estimates funds allocated to WID activities are $1,500,000.

Zambia: One of the primary objectives of the Zatpid II project is to improve the collection, processing and analysis of data for formulating and implementing agricultural policy through collaborative policy studies. Three such studies emphasizing women have been planned so far under the project:

- An agricultural policy and program issue paper outlining a proposed approach for Zambia on "Sound Credit for Small Farmers and Rural Entrepreneurs Without Collateral" has been prepared and submitted to the Ministry of Agriculture and Water Development (MAWD);

- A paper on the "Assessment of Demand for Credit and Credit Distribution by Crop;" and

- A comparison of the various farming systems used by small and medium scale farmers to measure the impact of those systems on levels of production and marketable surpluses.

The last two studies will be conducted on a nationwide basis. It is hoped that data generated from the studies can be used by MAWD and other institutions implementing programs for small scale farmers in agriculture, especially women, to better direct resources.

USAID/Zambia estimates funds allocated to WID activities are $10,000,000.

Zimbabwe: During the FY 87/88 period, there were a number of local currency funded projects under the Zimbabwe Agriculture Support Assistance (ZASA) program which explicitly included women as a new target group. These included cotton training centre scholarships, of which 10 percent were reserved for women; a university of Zimbabwe faculty of agriculture extension project which ensured that 20 percent of all enrollees would be female; and a training of trainers course to increase the number of trainers at AGRITEX (Agricultural Technical and Extension Services) which reserved 20 percent of the training slots for women. While other projects benefitted women, these three projects incorporated specific measures to increase the participation of women in agriculture training activities in Zimbabwe.

USAID/Zimbabwe estimates funds allocated to WID activities are $2,709,300.

Egypt: The Vocational Training Department (PVTD) Project is technically part of the education sector portfolio. Its most striking feature is the fact that it has been a relatively immediate springboard into the job market for women. These jobs are in non-traditional areas of employment for women such as electrical motor winding, welding, and radio and television repair and maintenance.

USAID financing for this program is $17.5 million. This is a three year program in two vocational training centers. The first year is devoted to classroom work and the next two years are spent actually working as an apprentice in a factory or shop. Private sector managers have become increasingly interested in accepting these trainees as apprentices because of the high level of interest and commitment these women have to doing a good job.

In 1987 seventy-five females graduated from the program in Alexandria; twenty-two in industrial electronics (radio and television repair and maintenance); twenty-three in electrical motor winding; and thirty in weaving. Thirty-four women, or forty-five percent, of these graduates are currently employed with fifteen of that number in private sector companies. Also in 1987 forty-five females graduated from the program in Tanta: five in welding; nineteen in electrical motor winding; and twenty-one in garment machine operation and maintenance. Twenty-three, or just over fifty percent, of these graduates are currently employed with nine of that number in private sector companies.

USAID/Egypt estimates funds allocated to WID activities are $106,000,000.

Indonesia: Under the Western University Agricultural Education Project a $2.5 million amendment was signed in September 1987. This increase will fund U.S. scholarships for masters degree training for forty women university lecturers, plus Indonesian scholarships for masters degree training for an additional twenty women. The in-country component is designed for lecturers who, because of family or cultural reasons, cannot leave Indonesia. All sixty positions were filled through a series of interviews, with selection criteria based on academic background and, due to time constraints because of the PACD, some English ability. All participants are primarily from the

field of agriculture or related areas including regional development, biology and food technology. Upon completion of their masters degree, all will resume teaching positions in their home universities.

USAID/Indonesia estimates funds allocated to WID activities are $5,767,000.

Malawi: A major objective of the new Human Resources and Institutional Development Project is to increase the number of women in professional, technical and managerial fields. This will be accomplished in two ways. First, the project will finance scholarships for at least 60 women to pursue undergraduate and graduate degrees at the University of Malawi in non-traditional women's fields such as engineering, accountancy, agriculture, chemistry, public health, math, physics and computing. Second, the project will help strengthen the National Commission on Women in Development. Assistance will be provided to the Commission to prepare WID strategies; to develop supplemental educational materials for primary and secondary school girls in order to reduce post-secondary school dropout rates among women; and to provide career guidance services to employers to encourage the employment and promotion of women in non-traditional positions. Also, two women will be sent abroad for graduate level training.

USAID/Malawi estimates funds allocated to WID activities are $285,000.

PARTICIPANT TRAINING PROGRAM

Following are demographics depicting gender constituency for third country and short-term (technical) training programs.

	Third Country		
	Total	% Male	% Female
1983	1,302	85.8	14.2
1984	1,531	79.8	20.2
1985	1,533	80.6	19.4
1986	1,821	80.9	19.1
1987	2,108	83.5	16.5

	Short-Term (Technical) U.S. Training		
	Total	% Male	% Female
1983	5,003	79.8	20.2
1984	5,979	82.1	17.9
1985	6,674	79.3	20.7
1986	8,513	78.2	21.8
1987	9,787	72.4	27.6

Since in-country training is an element of technical assistance and not accounted for as participant (out of country) training, there are no demographics available.

ADDITIONAL QUESTIONS FOR KAY DAVIES

Submitted by Hon. Mickey Leland

Mr. Leland: Ms. Davies, could you provide the Committee with figures on the total number of people trained to date through A.I.D.'s participant training programs and a breakdown of that number by gender? Also, by what year does the Agency expect to reach gender parity in its participant trainee program?

Answer: A.I.D. estimates it has trained a total of 204,820 participants since 1944, with the most dramatic growth in those numbers occurring in the last five years.

	Total	% Male	% Female
1983	9,010	82	18
1984	11,410	82	18
1985	12,542	80	20
1986	15,330	79	21
1987	17,685	75	25

A.I.D. will continue its efforts to increase its training of women in the traditional areas of health/family planning, education, public administration, and housing and community development. As well, it will place increased emphasis on provision of training for women in the non-traditional areas of agriculture and industry.

Mr. Leland: Could you provide the Committee with the breakdown by gender of the participants in A.I.D.-supported in-country training programs, third country training programs, and short-term training programs?

Answer: Following are demographics depicting gender constituency for third country and short-term (technical) training programs.

	Third Country		
	Total	% Male	% Female
1983	1,302	85.8	14.2
1984	1,531	79.8	20.2
1985	1,533	80.6	19.4
1986	1,821	80.9	19.1
1987	2,108	83.5	16.5

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1986	8,513	78.2	21.8
1987	9,787	72.4	27.6

Since in country training is an element of technical assistance and not accounted for as participant (out of country) training, there are no demographics available.

Mr. Leland: Ms. Davies, how many of A.I.D.'s professional staff have been trained on integrating women into the development process, and what sectors do those who have been trained represent?

Answer: To date, A.I.D. estimates it has trained approximately 270 senior-level employees, and expects to train another 40-60 personnel in 1988 for a total of approximately 310-330. These training activities encompass the following sectors and Foreign Service (FS) personnel positions: (a) General WID training in Washington and the ANE region -- 160 senior-level program and project officers; (b) Agricultural training for approximately 80 senior-level, Africa based, agricultural, project and program officers; (c) General WID training in all sectors for the Latin America and Caribbean Region Mission-based personnel in all sectors (Bolivia, Guatemala, Dominican Republic) - 50 individuals from the Mission Director level to mid-level FS officers; and (d) Agricultural and private sector training for approximately 40-60 senior-level agriculture and private sector LAC-based FS personnel, including Deputy Mission Directors (to be completed in 1988).

Mr. Leland: Ms. Davies, in April, 1987, you testified before the Committee that A.I.D. had "sent cables to all of our missions in Africa, and ... asked them to report very specifically on how many women they feel they're reaching, the numbers of projects, the amount of money being expended." Could you please inform us of the responses the Agency received to those cables and what action the Agency has taken based on the information received? Also, has the Agency sent similar cables to the other regions in which it conducts development assistance programs? If so, what has been the response to those cables, and if not, could you tell us when it plans to do so?

Answer: Cables sent to the Africa region in 1987 provided information on FY 1986 and 1987 women specific and integrated A.I.D. programs and projects. Selected data from these cables were analyzed to determine the level of activities ongoing in all of A.I.D.'s geographical regions.

The cables from the Africa region reported that projects including women were being implemented in health and nutrition, agriculture, training and education, and income-generating activities. For example, in Zimbabwe, the Kubatsirana Operations Research project facilitates the integration of family planning with other development activities in order to promote the health and socio-economic well-being of women and their families, to increase child spacing and decrease fertility and to strengthen the roles of women in Zimbabwe. This three year project implemented by the

Zimbabwe National Family Planning Council has three components: income-generation, literacy, and family planning. USAID/Zimbabwe estimated funding at $98,000. With other contributions from the Adult Literacy Organization of Zimbabwe, the Ford Foundation, and the Population Council, total funding is $200,000.

In Zaire, the Area Food Production and Marketing Development Project has integrated technical assistance from the International Center on Research for Women (ICRW) to insure that concerns for women are programmed in the early design stages of the project. One eventual output of ICRW technical assistance will be the design of an experimental agriculture extension program and a monitoring system which is responsive to the needs of women farmers. The estimated amount spent on women is $8,000.

In Tanzania, the Arusha Women's Participation in Development Project encouraged the use of the participatory approach in mobilizing and motivating rural women who had not previously

participated in development activities. Project staff from the Institute of Adult Education (IAE) helped women identify their priority development problems through needs survey, plan activities to alleviate those needs, implement their plans and review and replan as necessary. Out of a targeted number of 1,600 women, 1,280 women participated fully to the end of the projects.

In Swaziland, women benefit from the construction of rural water supplies under the Rural Water-Borne Disease Control Project. Not only do they and their families benefit from the improved water quality and quantity, but the women also gain the advantage of convenience and reduced water-fetching time, which increases the time available for other pursuits. The estimated amount of funding for women on this project is $2,000.

In Sudan, the Rural Health Support Project provides training to hundreds of traditional birth attendants, immunizations for countless women, and provides professional guidance and care through a comprehensive maternal and child health care

program operating in southern and western Sudan. Activities in the agricultural and natural resource areas also impact upon women's development directly and indirectly. Within the Eastern Refugee and Reforestation Project, 9 out of 36 extension agents are women, and 25 percent of the nursery workforce is female. As fuel wood is largely a women's responsibility, improvements within this sector foster greater opportunities for improved living standards for women. Estimated funding for women is $4,000,000.

As a result of information gathered from the Africa region, efforts were initiated by the A.I.D. Administrator, Deputy Administrator and the Assistant Administrator for Africa to strengthen particular systems and procedures that would result in more attention to gender issues in this region. Due to such senior-level Agency support of and attention to this issue, the Africa Bureau developed its first region-specific WID Action Plan and organized the Africa Region WID Task Force to oversee its implementation.

Cables were directed to all geographical regions and information for the FY 1986 and FY 1987 activities indicated that women were being included in a variety of projects in all sectors from income-generation to nutrition to education and training. For example, the Caribbean Regional Office reported that the most successful income-generating activity has been the Dominica's Candlemakers Project. A women's cooperative was established to produce candles, initially using very basic equipment (e.g., coal pots for melting the wax). However, since the approval of the A.I.D. grant of $3,200, an additional candlemaking machine was purchased. The cooperative is presently operational on a 24-hour, 3-shift basis, employing 20 persons. Production has increased from 400 cases of candles per month to 1,200 cases per month. At $16.17 per case, the additional 800 cases yield a gross monthly income of $12,936. Dominica is now self-sufficient in candle production and the cooperative exports to 10 countries.

In the Dominican Republic, the Applied Nutrition Education Program (ANEP) is designed to train

mothers in proper care and feeding of children under 5 years to reduce the incidence of malnutrition. Through this project a country-specific model of nutrition education has been developed, tested, and evaluated. This model includes culturally appropriate education materials, training of trainer programs, and effective management systems. The model has proven that the incidence of malnutrition can decline significantly with education and supervision alone, i.e., without the need for additional economic resources in the family.

A.I.D. also requested less inclusive data from all field-based Missions in 1988. Examples of this information are attached as Appendix A to my statement for the May 11, 1988 hearings. A summary of this information shows women's involvement in projects in agriculture, income-generation and credit, education, and research. For example, in Malawi, a major objective of the new Human Resources and Institutional Development Project is to increase the number of women in professional, technical and managerial fields. The project will finance

scholarships for at least 60 women to pursue education at the University of Malawi in non-traditional women's fields such as engineering, accountancy, agriculture, chemistry, math, physics and computing.

In Cameroon, the Credit Union Project includes a production credit program for farmers and a rural enterprise credit program for small rural businesses in input supply and produce marketing. There are 60,000 credit union members of which approximately one-third are women.

Mr. Leland: The language included in the House Foreign Operations Subcommittee FY 89 Appropriations Bill directs A.I.D. to "ensure that country strategies and, where appropriate, projects and programs, are designed so that the percentage of women who receive assistance is, at a minimum, in approximate proportion to their traditional participation in the targeted activities and, wherever possible and appropriate, so that this percentage is likely to increase." Could you tell us approximately how close the Agency is to reaching these levels of female participants and by what year the Agency would expect to meet this requirement?

Answer: A.I.D. does not routinely collect data to analyze the levels of female participation in each of its sector-specific projects.

To elaborate, using the agricultural sector as an example, data must first be collected as to the female participation level in each agricultural-related task to average, in the aggregate, the proportion of women's traditional participation in the targeted activities. If the proposed project includes activities related directly to the tasks performed, then this collected data can be analyzed to determine the approximate level of female participation and benefit.

Compliance with this language will require development of a methodology, which we are now exploring, for measuring impact in each component

of each sector activity and initiation of data collection and monitoring to measure the impact. Only after these steps have been taken can A.I.D. assess honestly how close we are to reaching levels approximate to the proportion of women's traditional participation or, further, when we will reach any given level.

Mr. Leland: Ms. Davies, what incentives does the Agency offer to A.I.D. personnel specifically and exclusively for integrating women into the development process?

Answer: The incentive for A.I.D. project and program officers to integrate women into their ongoing activities is the belief that careful consideration of the gender implications is critical to overall project success. Sound development assistance necessitates integration and A.I.D. personnel conforms accordingly.

PREPARED STATEMENT OF ELISE FIBER SMITH, EXECUTIVE DIRECTOR, OEF INTERNATIONAL

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE, I APPRECIATE THE COMMITTEE'S INVITATION TO PROVIDE COMMENTS ON THE AGENCY FOR INTERNATIONAL DEVELOPMENT'S EFFORTS TO INTEGRATE WOMEN INTO THE DEVELOPMENT PROCESS AND ON H.R. 4049, THE WOMEN IN DEVELOPMENT ACT OF 1988.

I AM ELISE FIBER SMITH, EXECUTIVE DIRECTOR OF OEF INTERNATIONAL, FORMERLY THE OVERSEAS EDUCATION FUND. OEF IS A PRIVATE, NON-PROFIT ORGANIZATION WHICH HAS WORKED IN OVER 50 COUNTRIES TO ENABLE LOW INCOME WOMEN IMPROVE THE QUALITY OF LIFE FOR THEMSELVES, THEIR FAMILIES AND THEIR COMMUNITIES. OEF PROVIDES TRAINING AND TECHNICAL ASSISTANCE, TAILORED TO THE NEEDS OF WOMEN IN EACH COUNTRY, IN SMALL ENTERPRISE DEVELOPMENT, IN MANAGEMENT SKILLS FOR STRENGTHENING LOCAL INSTITUTIONS AND IN SKILLS FOR EFFECTING POLICY. IN THE UNITED STATES, OEF WORKS TO EDUCATE AMERICANS ABOUT GLOBAL SOCIAL AND ECONOMIC ISSUES. MY TESTIMONY HAS BEEN ENDORSED BY EIGHTEEN PRIVATE AND VOLUNTARY AGENCIES SUCH AS AFRICARE, CARE, SAVE THE CHILDREN, THE NATIONAL COUNCIL OF NEGRO WOMEN, AND THE CENTER FOR DEVELOPMENT AND POPULATION ACTIVITIES, THE MAJORITY OF WHICH ARE MEMBERS OF INTERACTION. THE FULL LIST IS ATTACHED.

WE ARE ENTERING A NEW ERA, A TIME OF SWEEPING CHANGES IN THE GLOBAL COMMUNITY. INDUSTRIAL AND DEVELOPING COUNTRIES ARE BEGINNING TO RELATE TO ONE ANOTHER MORE AS PARTNERS, CONNECTED THROUGH TRADE, FINANCE AND RAPID

COMMUNICATION. WE WILL INCREASINGLY CONFRONT SIMILAR POLITICAL ISSUES. WHILE ALREADY WE SHARE MANY COMPLEX PROBLEMS SUCH AS HUNGER, ENVIRONMENTAL PROBLEMS, IMMIGRATION, AND DEBT, WE ALSO HAVE AN OPPORTUNITY TO WORK AT A LEVEL OF COOPERATION UNKNOWN IN THE PAST. AND WOMEN, WHOSE ECONOMIC AND SOCIAL CONTRIBUTIONS TO WORLD DEVELOPMENT WERE WELL-DOCUMENTED DURING THE UNITED NATIONS DECADE FOR WOMEN, HAVE GREAT POTENTIAL TO PROVIDE LEADERSHIP IN THE QUEST FOR ECONOMIC DEVELOPMENT, PEACE AND SECURITY. WITH KNOWLEDGE AND STRENGTH GAINED FROM THE DECADE, FOR THE FIRST TIME IN MODERN HISTORY, WOMEN WORLDWIDE ARE PREPARED TO TAKE ACTION.

WE ARE ALSO IN AN EXCITING PERIOD IN THE MOVEMENT TO INTEGRATE WOMEN INTO THE DEVELOPMENT PROCESS. MANY OF THE MAJOR MULTIALTERAL AND BILATERAL DEVELOPMENT INSTITUTIONS ARE MAKING SERIOUS ATTEMPTS TO DEVELOP AND IMPLEMENT WOMEN IN DEVELOPMENT POLICIES AND PROGRAMS. SOME EXAMPLES INCLUDE:

--THE UNITED NATIONS DEVELOPMENT PROGRAM'S CREATION OF A DIVISION FOR WOMEN IN DEVELOPMENT IN 1986 TO ENSURE THAT WOMEN PLAY A GREATER ROLE IN UNDP-SUPPORTED ACTIVITIES.

--THE AFRICAN DEVELOPMENT BANK'S CALLING TOGETHER OF WID EXPERTS FROM AROUND THE WORLD LAST JANUARY TO ADVISE THE BANK IN DRAFTING ITS WID POLICY;

--LEGISLATION PASSED BY THE CONGRESS LAST YEAR THAT (1) CREATES A

DEVELOPMENT FUND FOR AFRICA AND HIGHLIGHTS THE INTEGRATION OF WOMEN AS AN IMPORTANT FACTOR IN SUSTAINABLE DEVELOPMENT IN AFRICA; AND (2) CALLS ON THE MULTILATERAL BANKS TO "FULLY INVOLVE WOMEN IN BORROWING COUNTRIES IN THE IDENTIFICATION, PLANNING, IMPLEMENTATION AND EVALUATION OF MAINSTREAM DEVELOPMENT ACTIVITIES FINANCED BY THE BANKS"; AND

--THE OECD/DAC WID EXPERT GROUP MEETING IN APRIL WHICH EXAMINED THE IMPACT OF STRUCTURAL ADJUSTMENT ON WOMEN;

THESE RECENT DEVELOPMENTS ARE EXTREMELY ENCOURAGING TO OEF WHICH, SINCE 1947, HAS PLAYED A LEADING ROLE AMONG NON-GOVERNMENTAL ORGANIZATIONS IN CREATING OPPORTUNITIES FOR LOW-INCOME AND DISENFRANCHISED WOMEN IN AFRICA, ASIA, LATIN AMERICAN AND THE CARIBBEAN TO IMPROVE THEIR ECONOMIC AND SOCIAL CONDITION. OUR WORK IS CARRIED OUT AT THE GRASSROOTS LEVEL WITH WOMEN WHO HEAD A THIRD OR MORE OF THE HOUSEHOLDS, WHO ARE RESPONSIBLE FOR THE CARE AND REARING OF THE NEXT GENERATION, WHO ARE THE WORLD'S MAJOR FOOD PRODUCERS, WHO COMPRISE A MAJORITY OF THE INFORMAL ECONOMIC SECTOR, AND THEREFORE, ARE AN IMPORTANT KEY TO LONG-TERM, SUSTAINABLE ECONOMIC DEVELOPMENT. OEF IS ALSO ASSISTING WOMEN TO EXAMINE LEGAL BARRIERS TO THEIR ADVANCEMENT.

OEF BENEFITS FROM ASSISTANCE FROM BOTH BILATERAL AND MULTILATERAL INSTITUTIONS, AS WELL AS PRIVATE DONORS. WE HAVE A LONG-STANDING PARTNERSHIP WITH THE AGENCY FOR INTERNATIONAL

DEVELOPMENT AND OVER THE YEARS HAVE WORKED CLOSELY WITH THE OFFICE OF PRIVATE AND VOLUNTARY COOPERATION, THE WOMEN IN DEVELOPMENT OFFICE AND THE REGIONAL BUREAUS IN WASHINGTON AND THROUGH AID MISSIONS IN VARIOUS COUNTRIES. PROJECTS FINANCED IN PART BY AID ARE ENABLING OEF TO MEET ITS LONG TERM GOAL OF IMPROVING THE SOCIO-ECONOMIC CONDITIONS OF WOMEN AND THEIR FAMILIES THROUGH SMALL ENTERPRISE DEVELOPMENT, STRENGTHENING WOMEN'S ORGANIZATIONS AND EXAMINING POLICY ISSUES.

OEF COMMENDS THE CURRENT AID ADMINISTRATOR AS WELL AS HIS PREDECESSOR FOR THEIR RESPECTIVE COMMITMENTS TO INTEGRATING WOMEN INTO AID'S DEVELOPMENT ACTIVITIES. AID'S "WOMEN IN DEVELOPMENT POLICY PAPER", ISSUED UNDER PETER MCPHERSON'S TENURE IN 1982, IS NOTEWORTHY AMONG POLICY STATEMENTS OF DONOR NATIONS BECAUSE IT STRESSES WOMEN'S VITAL ROLE IN NATIONAL ECONOMIC PRODUCTIVITY. MANY ASPECTS OF THE POLICY HAVE BEEN IMPLEMENTED AND I COMMEND THE AGENCY FOR THE POSITIVE STEPS THAT HAVE BEEN TAKEN.

I KNOW THAT THE AFRICA BUREAU, FOR EXAMPLE, HAS AN ACTIVE WID TASK FORCE AND HAS RECENTLY DEVELOPED AN EXCELLENT "PLAN OF ACTION" WHICH INCLUDES SUCH ITEMS AS THE DEVELOPMENT OF AN ORIENTATION PACKET FOR FIELD WID OFFICERS, GUIDANCE FOR MISSIONS IN ADDRESSSING GENDER ISSUES IN PROGRAM AND PROJECT DEVELOPMENT, AND THE INSTITUTION OF AN ANNUAL UNIT CITATION TO BE AWARDED TO A MISSION WITH OUTSTANDING PERFORMANCE IN INTEGRATING WID CONSIDERATIONS INTO ITS PROGRAMS. AND I KNOW THAT ACTION

IS BEING TAKEN IN THE OTHER REGIONS AS WELL.

I AM CONCERNED, HOWEVER, THAT THERE ARE OTHER COMPONENTS OF AID'S WID POLICY THAT HAVE NOT PROGRESSED VERY RAPIDLY. I WOULD LIKE TO HIGHLIGHT THREE AREAS IN PARTICULAR -- THE TECHNICAL CAPABILITY OF AID MISSIONS TO PLAN AND IMPLEMENT PROGRAMS INTEGRATING WOMEN INTO THE DEVELOPMENT PROCESS, THE DISAGGREGATION OF DATA BY GENDER AND ACCOUNTABILITY FOR IMPLEMENTATION OF WID POLICY.

1). **MISSION TECHNICAL CAPABILITY.** IN 1984 I TESTIFIED BEFORE THE SENATE FOREIGN RELATIONS COMMITTEE ON THE IMPACT OF THE PERCY AMENDMENT ON WOMEN IN DEVELOPMENT. AT THAT TIME I PROPOSED THAT THE TECHNICAL CAPABILITY OF AID MISSIONS TO INTEGRATE WOMEN INTO THEIR PROGRAMS BE STRENGTHENED. I SUGGESTED THAT THE QUALIFICATIONS OF WOMEN IN DEVELOPMENT OFFICERS BE GIVEN SCRUTINY. AID'S POLICY PAPER INCLUDES A SIMILAR RECOMMENDATION ON THE QUALIFICATIONS AND FUNCTIONS OF WID OFFICERS. YET ALL TOO OFTEN WHEN VISITING AID MISSIONS, OEF FIELD STAFF FIND WID OFFICERS WITH VERY LITTLE EXPERIENCE, A LIMITED MANDATE AND, THEREFORE, LITTLE VISIBILITY IN THE MISSION.

A RECENT EVALUATION OF THE INTERNATIONAL CENTER FOR RESEARCH ON WOMEN'S (ICRW) COOPERATIVE AGREEMENT WITH AID'S WOMEN IN DEVELOPMENT OFFICE IDENTIFIED FOUR CRITICAL VARIABLES AFFECTING THE INSTITUTIONALIZATION OF WID IN MISSIONS. THESE ARE: THE

EXTENT OF LEADERSHIP COMMITMENT, EFFECTIVENESS OF THE WID OFFICER, THE FOCUS (PROJECT VS. POLICY) OF THE PORTFOLIO, AND THE GENERAL LEVEL OF AWARENESS OF MISSION PERSONNEL.

WHILE WE HOPE THERE WILL CONTINUE TO BE GREATER COMMITMENT TO INTEGRATING WOMEN IN DEVELOPMENT ON THE PART OF MISSION DIRECTORS, OEF BELIEVES IT IS ESSENTIAL THAT WID OFFICERS HAVE THE REQUISITE EXPERIENCE AND BE OF SUFFICIENT STATURE IN THE MISSION TO BE TAKEN SERIOUSLY. IN ADDITION, WE BELIEVE RELEVANT MISSION PERSONNEL MUST BE TRAINED IN HOW TO INTEGRATE WOMEN IN COUNTRY PROGRAM PLANS AND PROJECTS.

2). SEX-DISAGGREGATED DATA. IT IS VERY DIFFICULT TO DESIGN, MONITOR AND EVALUATE THE INTEGRATION OF WOMEN INTO PROGRAMS AND PROJECTS IF DATA IS NOT DISAGGREGATED BY GENDER. I CALL YOUR ATTENTION TO THE IMPLEMENTATION SECTION OF THE WID POLICY PAPER WHICH CALLS FOR "DISAGGREGATING BY SEX DATA COLLECTED FOR AID'S COUNTRY STRATEGY FORMULATION, PROJECT IDENTIFICATION, PROJECT DESIGN AND THROUGHOUT THE LIFE OF PROJECTS" AND "FOR RELYING ON SEX-DISAGGREGATED SOCIAL SOUNDNESS ANALYSIS TO INFORM THE PROJECT DEVELOPMENT PROCESS."

WHILE I REALIZE DATA IS DISAGGREGATED BY SEX IN SOME PROJECTS, THIS IS NOT DONE SYSTEMATICALLY THROUGHOUT THE AGENCY. THE USE OF SEX DISAGGREGATED DATA WILL RESULT IN MORE EFFECTIVE PROJECT PLANNING AND IMPLEMENTATION.

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3). ACCOUNTABILITY. THERE ARE NOT SUFFICIENT MECHANISMS WITHIN THE AGENCY TO ENSURE THAT THE WOMEN IN DEVELOPMENT POLICY IS BEING IMPLEMENTED TO THE FULLEST EXTENT POSSIBLE. AND SINCE AID IS NO LONGER REQUIRED TO SUBMIT BIENNIAL REPORTS TO CONGRESS, IT IS DIFFICULT TO KNOW THE EXTENT OF WID ACTIVITIES.

I BELIEVE AID WOULD BENEFIT FROM THE ESTABLISHMENT OF A SYSTEM FOR TRACKING PROGRESS ON WID ISSUES. UNIFORM CRITERIA FOR MEASURING PROGRESS NEEDS TO BE DEVELOPED BECAUSE IT IS CURRENTLY DIFFICULT TO COMPARE PROGRESS FROM REGION TO REGION AND COUNTRY TO COUNTRY.

I STRONGLY SUPPORT A KEY PROVISION OF H.R. 4049 WHICH CALLS FOR THE ESTABLISHMENT OF A HIGH-LEVEL WID TASK FORCE TO OVERSEE IMPLEMENTATION OF THE ACT, TO ASSIST MISSIONS IN DEVELOPING WID STRATEGIES, AND TO DEVELOP A SYSTEM OF ACCOUNTABILITY ON WID ISSUES, INCLUDING ESTABLISHING SPECIFIC CRITERIA FOR MEASURING AND EVALUATING THE AGENCY'S PERFORMANCE. I RECOMMEND THAT THIS TASK FORCE BE CHAIRED BY THE DEPUTY ADMINISTRATOR OF THE AGENCY AND INCLUDE AT LEAST ONE ASSISTANT ADMINISTRATOR, AS WELL AS WOMEN WHO HOLD SENIOR POSITIONS IN THE AGENCY. CREATION OF THIS TASK FORCE WILL HELP DEMONSTRATE AID'S COMMITMENT TO WOMEN IN DEVELOPMENT.

FOR THESE REASONS, I COMMEND YOU, MR. CHAIRMAN AND

REPRESENTATIVE SCHROEDER FOR INTRODUCING H.R. 4049. THIS LEGISLATION IS DESIGNED TO MAKE THE U.S. A LEADER IN THE INTEGRATION OF WOMEN INTO DEVELOPMENT PROGRAMS. THE BILL ADDRESSES THE THREE ISSUES I HAVE JUST RAISED--MISSION TECHNICAL CAPABILITY, DATA GATHERING AND ACCOUNTABILITY--AS WELL AS OTHERS. I SUPPORT THE BILL'S PROVISION OF A FUNDING FLOOR OF $10 MILLION FOR THE WOMEN IN DEVELOPMENT OFFICE TO CREATE NEW PERMANENT FOREIGN SERVICE PROVISIONS IN THAT OFFICE AND TO PROVIDE INCREASED TECHNICAL ASSISTANCE AND TRAINING TO MISSIONS. IN ADDITION, I WANT TO EXPRESS MY SUPPORT FOR $5 MILLION IN FUNDING FOR UNIFEM AND INSTRAW. AS THE ONLY U.N. AGENCIES FOCUSED PRIMARILY ON WOMEN, THEY PLAY IMPORTANT ROLES IN ADVANCING THE U.N. SYSTEM'S WORK WITH WOMEN.

I WAS VERY PLEASED TO LEARN THAT THE HOUSE SUBCOMMITTEE ON FOREIGN OPERATIONS AGREED TO STATUTORY AND REPORT LANGUAGE ON WOMEN IN DEVELOPMENT WHICH ADDRESSES ALL THE KEY SECTIONS OF H.R. 4049. THIS IS AN IMPORTANT AND POSITIVE STEP. I WAS, HOWEVER, DISAPPOINTED THAT SOME OF THE REPORT LANGUAGE WAS NOT STRONGER. FOR EXAMPLE, CREATION OF A WID TASK FORCE WAS NOT CALLED FOR TO SERVE AS A HIGH-LEVEL FOCAL POINT FOR MONITORING AND EVALUATING THE IMPLEMENTATION OF WID POLICY. BUT ON THE WHOLE, THE FOREIGN OPERATIONS SUBCOMMITTEE ACTION IS POSITIVE AND I COMMEND THEM FOR THEIR INITIATIVE. AS THE BILL CONTINUES DOWN THE LEGISLATIVE PATH, I LOOK FORWARD TO WORKING WITH THE SELECT COMMITTEE, THE APPROPRIATIONS COMMITTEES AND THE ADMINISTRATION TO ENSURE THAT A

STRONG WOMEN IN DEVELOPMENT MEASURE IN ENACTED.

AGAIN, THANK YOU FOR THE OPPORTUNITY TO EXPRESS MY VIEWS ON THIS IMPORTANT ISSUE.

ORGANIZATIONS ASSOCIATING THEMSELVES WITH OEF TESTIMONY

AFRICARE

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

BUSINESS AND PROFESSIONAL WOMEN

CARE

CENTER FOR DEVELOPMENT AND POPULATION ACTIVITIES

EXPERIMENT IN INTERNATIONAL LIVING

FOUNDATION FOR THE PEOPLES OF THE SOUTH PACIFIC

THE HUNGER PROJECT

INSTITUTE FOR CULTURAL AFFAIRS

INTERNATIONAL VOLUNTARY SERVICES

NATIONAL COUNCIL OF NEGRO WOMEN

OXFAM-AMERICA

PAX WORLD FOUNDATION

SAVE THE CHILDREN FEDERATION

TRICKLE UP PROGRAM

U.S. COMMITTEE FOR UNICEF

UNITARIAN UNIVERSALIST SERVICE COMMITTEE

WORLD EDUCATION

PREPARED STATEMENT OF JODI L. JACOBSON, SENIOR RESEARCHER, WORLDWATCH INSTITUTE

I am honored to have been asked to testify before the Select Committee on Hunger and thank you for having me here today. My congratulations to the members of the committee for holding hearings on the very important issue of women in development, and for introducing the "Women in Development Act of 1988." I strongly support this initiative.

My name is Jodi Jacobson, and I am a Senior Researcher at the Worldwatch Institute here in Washington, D.C. Worldwatch is an independent nonprofit research institute. Our objective at Worldwatch is to promote the development of a sustainable society--one in which the economic and social activities of the current generation do not impoverish the opportunities of future ones--through research and analysis of a wide variety of topics, ranging from energy to health and population. During my two and a half years at Worldwatch, I have focused on three areas: third world debt and military spending; population and family planning; and equity issues, including, most recently, the economic and political status of women and their role in development. My most recent Worldwatch Paper is Planning the Global Family (December 1987).

What are the goals of development and how can they best be achieved?

Introduction of the "Women in Development Act of 1988" poses two very important questions. The first question is, what are the goals and objectives of development strategies funded by U.S. foreign assistance? Following from this, the second question is, how can we achieve these goals most expeditiously?

The two fundamental goals of development strategies are to raise the living standards of poor people around the world and to promote self determination through equity and the spread of democracy. Efforts to raise living standards, through increased food security, and expanded income generation and employment opportunities, have been supported by the United States for both humanitarian and national security reasons. Over the past three decades, billions of U.S. dollars and millions of manhours have been expended in developing nations. Now we must ask, have we furthered our goals?

International development assistance from the U.S. and other industrial nations has had a tremendous positive impact on the lives of millions. International research and development efforts fostered the Green Revolution, allowing once famine-ridden nations such as India to become agricultural exporters. Better health and sanitation practices, and massive immunization campaigns have raised global life expectancy by at least a decade since 1950. Technology transfer and economic aid enabled several countries to become international competitors in various markets.

But there are warning signs that we have not moved far enough along the development path to make these gains sustainable. No real solutions have been found to the chronic problem of Third World debt. Population continues to grow at unsustainable rates in many nations. Recent evidence from the Population Reference Bureau indicates that global population may double from its current size of 5 billion in just 40 years.

Deforestation and desertification continue to ravage the tropics and

subtropics. Adverse effects of such miracles as the Green Revolution are now becoming evident in the Indian subcontinent as soil salinization, regional droughts, and contamination of groundwater supplies with fertilizers and pesticides increase. Persistent drought and famine in Africa, and persistent malnutrition in Asia and Latin America serve to remind us that our problems are not solved nor our long term goals achieved.

All of these problems are linked to the failure of development programs to achieve the most fundamental goals of improved equity and increased economic opportunities of the truly poor. By extension, all of these problems--high fertility, hunger, environmental degradation--are, to varying degrees, linked to the status of women in subsistence (or agrarian) economies.

Fertility rates, for example, are highly correlated to the level of female education. In agrarian economies, where women produce at least half of domestic food supplies and, in many regions, a significant share of cash crops, food security depends on the women's access to land and agricultural inputs. In turn, this access directly affects the family's nutritional levels. Women are entirely responsible for daily water and fuel supplies, and are therefore most closely affected by ecological disruptions such as water shortages, deforestation and loss of land productivity due to soil erosion. Yet, they rarely have a say in how these resources are "developed."

In the case of women in development, we must ask specific questions. What effects have traditional development strategies had on the status and well-being of women? Has their position improved or worsened? Or have these

strategies been benign in their impacts on women, leaving them no better or worse off than earlier in the century? How does the status of women reflect the success of development efforts? Finally, the question central to this hearing, how effective are the efforts made by the Agency for International Development to integrate women into development programs. Since the majority of women in the Third World still live in rural areas, I will focus primarily on agrarian societies in an attempt to explore these questions.

The Role of Women in Agrarian Societies

Today, nearly a billion people in the Third World remain untouched by three decades of global economic progress, locked in a pattern of seemingly intractable hunger, poverty, and landlessness. Most of these are women and their children. Third World women in agrarian societies work daily to support their families by procuring food, fuel and water from the environment. But because they are often outside the cash economy, and lack control of money and land, the value of their work is seldom recognized. As a result, development strategies aimed at raising productivity and income often bypass women, exacerbating Third World hunger and poverty.

Indeed, development programs have been built on the premise that what's good for men is good for the family, an erroneous assumption in societies where women provide the lion's share of the family's basic needs. In many subsistence economies, the woman's contribution to total household income exceeds fifty percent. And this share is increasing with a rise in the number of female-headed households due to divorce, desertion, widowhood and migration of men to cities in search of work.

But in terms of social equity, women in most developing countries are a world apart from even the most disadvantaged Americans. In most agrarian societies, gender predetermines access to and control over productive resources. Women have little if any access to resources: The majority of women in the Third World work the land, though few have property rights to protect or further their interests. Nor do women have legal access to their husband's income, though their labor contributes heavily to it. Ironically, the controls women did have over cash income and land under customary laws throughout Africa and in parts of Asia are being eroded by current development strategies.

Take agriculture. Although women's role in agriculture varies from region to region, the ill effects of inequitable land tenure laws and lack of access to credit and other resources on their contribution to food production are remarkably similar. Throughout Africa, as in the Indian subcontinent and elsewhere, landlessness and disenfranchisement among women have greatly contributed to deteriorating food security and declining soil fertility.

Women in Asia produce 60 percent of the region's food; in the Caribbean, they produce 46 percent. In much of Africa, agricultural chores are divided by gender. Women of sub-Saharan Africa grow eighty percent of the food intended for their own kitchen tables. Collecting the water and fuel needed to cook it takes several hours out of their day. Women tend animals, market surplus farm products, and, of course, raise their children.

African men, on the other hand, have few direct family responsibilities. The male contribution to household food production begins and ends with clearing and plowing the land. When men farm, they generally plant cash crops for sale rather than food crops for their families' consumption. Men and women maintain separate managerial and financial control over the production, storage and sale of their crops: Custom dictates that only a small share of men's income goes to the family. Women do all of the weeding, seeding and harvesting for both their own and their husband's crops. They work from ten to sixteen hours a day, every day, compared with six to eight for men. It is taboo for men to engage in "women's work."

Scattered introduction of tractors and improved animal powered equipment in Africa has reduced men's workload and enabled them to expand cultivation of their crops. But this trend has further imbalanced the relationship between male and female farmers by raising labor demands on women who must spend more time tending to their husband's land without like advances in appropriate technology. Domestic production suffers. (This trend is even more apparent in India where agricultural mechanization is widespread.)

Women have limited access to development programs and reap few benefits from them. African women cannot own land and so are routinely excluded from cash crop and irrigation schemes which single out landowners. Moreover, many such schemes convert communal land into private plots, granting titles only to men. This increases the ranks of landless female-headed households by privatizing land once available to them. Further marginalized, these women scratch ever-more depleted soils in a desperate effort to produce food.

Balghis Badri, a sociologist studying agricultural patterns in northern Sudan, documents the effects of irrigation projects on women in that country. Eighty-seven percent of the farmers in the region are women, but they own less than 12 percent of the land. She states that, "Because pump irrigation requires start-up capital and because credit facilities are closed to women, their participation is limited in the largest type of land exploitation." The ratio of female farmers to land cultivated by them in this region has declined considerably since such projects began in the 1930s.

Women also lack access to improved agricultural technologies and other resources. The spread of high-yielding seeds, for example, has nearly doubled maize yields in Africa since 1950. But cultivating hybrid maize, a cash crop, is expensive. New seeds must be bought each year and the crop demands repeated applications of fertilizer, inputs which women cannot afford because lack of collateral (i.e. land) deprives them of credit.

Development of high-yielding varieties of food crops traditionally grown by sub-Saharan women, such as millet and sorghum, lag far behind maize, even though they are considerably more drought-resistant and provide more nutritional balance. Africa's per capita grain production is lower today than in 1960. Had international research and development priorities reflected the needs of women farmers, the current food picture might be very different.

Similarly, if women's view of trees had held sway, more forest would still be

intact. To a rural Indian woman, forests are a sustainable source of fuelwood and fodder, materials she now expends 2.5 times more energy collecting than she devotes to agriculture. Men see trees as a source of income--saleable wood. Ongoing conversion of natural forests for cash crop tree plantations (from which women who can't own land don't benefit) degrades ecosystems and sends women farther and farther afield for forest products, adding to deforestation and to women's burdens. Not surprisingly, many so-called "social forestry" projects have failed because women were excluded from planning and carrying them out.

The bottom line for sustained growth in the Third World is equity and increased economic opportunity for women. To be sure, Third World women face firmly embedded legal and cultural barriers to advancement in their own societies. But development agencies and their donors share part of the blame for the worldwide feminization of poverty. From agriculture to industry, they have done little to help women remove the barriers of landlessness, low access to credit and inputs, and inadequate training; indeed, in many cases, women's position has worsened as a result of development programs.

In sum, the impacts of traditional development strategies on women have rarely been positive and, in too many cases, have been negative. If women are so important to agrarian economies, if they are at the core of developing societies, if the health and well-being of millions of families rest on their shoulders, why have development experts ignored them? The reasons include lack of information about women's roles and labor patterns, and the constraints they face in subsistence economies; insufficient attempts to

integrate such gender-based information, where it does exist, into actual development programs; lack of recognition of women's special needs for education, training and extension services; an inability or unwillingness to evaluate a program's success in reaching goals beyond a narrow project purpose; and insufficent commitment to integrating women into mainstream programs or to enhancing their status.

Integration of women is essential. The socially and economically-induced impoverishment of women, and their traditional invisibility in male-dominated societies, has lead development planners to view them as a group apart, and to address their concerns with separate programs fed by miniscule budgets. Given the importance of women in the world economy, the irony of having to debate at length whether or not to include them to the fullest extent possible in development becomes clear if we turn around the issue and ask: Have we ever had to think twice about allocating at least $10 million to "men in development"?

The Role of AID

Because I have concentrated on women in agriculture, and because the greatest share of AID's resources goes to agricultural development, I will discuss the problems with the agency's current approach to women in the agricultural sector. I am concerned that AID has not done its best to integrate women into agricultural projects. Moreover, AID's recent focus on privatization of the agricultural sector, while a laudable goal, has in many cases adversely affected women.

AID Program Evaluation Report No. 18, Women in Development: AID's Experience, 1973-85, identifies seven elements important to the creation and implementation of successful development projects. These include a) knowing the baseline situation, i.e. knowing the specifics on geographic, economic, social, cultural and policy constraints to project goals; b) analyzing gender differences to know how men and women divide up labor, who controls what resources, how much each contributes to household income, etc; c) adapting projects to deal with these differences; d) knowing the gender of actual project participants, i.e. the share of project inputs going to women, the proportion of all women who take part; e) evaluating the achievement of project purposes based on actual results; f) assessing the actual impacts on women and; g) the achievement of broader socioeconomic goals.

The study's findings are telling. The study showed that, in AID projects, when women's participation was high, projects were more likely to achieve their objectives than when participation was low. Only 4 out of 20 projects studied showed a high level of participation by women though their traditional involvement in the targeted activities was high.

Second, the study showed that high levels of gender analysis did not correlate with higher levels of participation by women unless projects were specifically adapted to women's needs. The report states, "..although the expected relationship was found between failure to analyze gender roles and lack of (project) adaptation, the projects that did the best job of gender analysis nevertheless rarely made appropriate adaptations to overcome barriers to women's participation or to increase the benefit to women."

When conscious efforts were made to adapt extension and training methods to women's needs, thereby removing some of the barriers, women's participation was substantially higher than in projects that were lax in this area. The study identified project adaptation as a high priority for the future.

Women were more likely to receive resources in projects that explicitly targeted them than in projects that did not. In Burkina Faso, for example, a village livestock project initially directed resources for small animal production to men, though women are responsible for most of the small-scale sheep, goat and poultry production. It was not until the project had failed to achieve its immediate goal of increased livestock production that an outside consultant pointed out the reason: women had received no assistance.

Likewise, in an agricultural project carried out in Thailand, project managers assumed from the start that men were the principal farmers and trained them to carry out crop trials. Men, however, had outside income sources and were frequently away from the farm. Because women received no training (indeed, they were never consulted about their interest in the project) crops were planted incorrectly and did not grow, power tillers provided by the project lay idle, and nitrogen-fixing fertilizer crops were never planted.

Credit projects run by AID have also failed to address the needs of women. Access to credit, especially small loans, are critical to the needs of farmers and microentrepeneurs in developing countries. Credit availability from development agencies is especially important to women because they face

formidable barriers in access to credit and other resources within their own societies. But project evaluations show that AID credit programs have often excluded female farmers and entrepeneurs by setting minimum loan sizes too high, making repayment terms too stringent or demanding collateral in forms that women cannot offer. Yet women on the whole have proven themselves to be excellent credit risks: Credit programs that cater to women show them to have a much higher repayment rate than their male counterparts.

In the past several years, there has been a marked shift in AID agricultural programs away from traditional approaches to an emphasis on commercial agribusiness and export crops. The stated goals of this emphasis are to increase countries' foreign exchange earnings and to improve the employment and income-generating opportunities of rural people. AID provides loans grants, technical assistance, credit and inputs, often subcontracting or lending money through another agency. Latin America and the Caribbean are the primary focus of this strategy.

A study by the International Center for Research on Women (ICRW) showed that while the goal of increased foreign exchange earnings have been met, gains in rural employment and income generation have often benefited men at the expense of women farmers.

The study pointed out that AID had not adequately analyzed the gender differences in land tenure nor how women farmers would be affected by the spread of export agriculture. Encouraging contract farming, whereby large companies contract with small farmers to provide their crops for food

processing, is the focal point of AID's approach. But contract farming has a tendency to increase social stratification. Although projects claim to incorporate "small farmers" into the program, they don't define what a small farmer is. Moreover, as more lucrative export crops compete for space with food crops, land values rise, pushing the smallest farmers to sell out to larger ones. These disenfranchised farmers often join the ranks of landless. Since women usually hold the smallest parcels of land, and since they often lack access to the credit needed to get them started in contract farming, they lose out.

The study showed that such projects produce mixed results for women. On one hand, expanded opportunities in food processing industries may increase the number of jobs open to landless women. In turn, increased income gives women greater economic independence from husbands and sons. However, women who must help their husbands expand cultivation to compete with cash croppers may find themselves contributing labor to the cash crop effort without remuneration.

The increased demand for their labor in one area cuts back on the time women can spend meeting family needs or on other activities for which they had previously received income. Furthermore, the ICRW study and others have shown that, in the food processing industry, women tend to be hired in low paying, highly seasonal jobs. Such insecure employment conditions do not offset their losses in agriculture. Yet AID's own evaluations of such projects do not analyze these impacts on women in relation to the project's stated goals.

The failure of both traditional projects and new privatization strategies to address women points up the need for a commitment within AID to collect, analyze, and use sex-disaggregated data in developing projects; to incorporate women into projects in proportion to their participation within sectors; to identify any barriers to women's participation and seek to remove those barriers; to set internal Agency standards regarding women in development for employees to meet in their work; and to carry out rigorous assessments and impact studies, using original baseline data and information on actual (not just the "intended") project participants, to see how these projects are meeting their goals.

We can no longer just say that development projects raise incomes, we must ask whose incomes. We can no longer stop at the achievement of a singular project's purpose, but must ask if and how that project furthers fundamental development goals.

Improving the status of women--more specifically, reducing their economic dependence on men--is a crucial aspect of development. Until female education is widespread; until women gain at least partial control of the resources that shape their economic lives, high fertility, poverty, hunger, and environmental degradation will persist in many regions of the world.

Prepared Statement of Margaret A. Lycette, Deputy Director, International Center for Research on Women

Taking the lead among donor agencies, the Agency for International Development (AID) established the Office of Women in Development in 1974. By 1978 an amendment to the International Development and Food Assistance Act authorized up to $10 million of foreign aid to increase the economic productivity and income-earning of women, and in the next year, 1979, the WID Office officially defined that its main objective was to "increase women's participation, opportunities and income-earning capacities." The Office explicitly excluded from the WID definition those projects in which "women are recipients of goods, such as contraceptives and health projects, or of food and services for themselves or their children."

In 1982 USAID produced a WID Policy Paper that ratified the importance of focusing development efforts on women's economic participation in order to promote balanced and effective economic development, and emphasized employment and income generation as one of the main areas for WID intervention. Therefore, from a general call for integration, the thinking at the agency evolved to the identification of women in development with the expansion of women's economic opportunities.

In 1981 USAID's overall policy emphasis began to move away from alleviating poverty through project interventions, to the achievement of equitable development through four areas which emphasize policy and

institutional development. These areas are: private sector, policy dialogue, institution building, and technology transfer (U.S. Agency for International Development, Development Coordination Committee, 1985). USAID has never had an explicit policy statement on employment and income generation. Throughout the years, employment and income objectives have cross-cut the different sectors, although within the new framework the emphasis is on policies and institutions rather than on projects that will generate employment. But, motivated in part by the private sector initiative, the agency has in recent years upscaled its work on small and microenterprise development. In the Congressional Appropriation Bill for Fiscal Year 1988 there is a paragraph that calls for making available no less than 50 million dollars for programs of credit and other assistance for microenterprises in developing countries (U.S. Foreign Aid Bill 1988, p.144.) The Committee Report on the FY88 Continuing Resolution recommends that USAID target up to 80 percent of the loans in the Microenterprise Lending for the Poor Program to individuals in the poorest 50 percent of the population, "with special emphasis on businesses owned by women and those owned and operated by the poorest 20 percent of the population" (p. 186).

The explicit mention of women in microenterprise development in the congressional appropriation bill succeeds in integrating WID concerns into USAID's mainstream mandates. This breakthrough can be attributed, in part, to a track record of successful microenterprise projects which include women and in part to the progression of WID policy statements within the agency that, over time, clearly equated WID with actions to expand women's economic opportunities.

Over the past eight years the International Center for Research on Women has had the opportunity to work with AID's Office of Women in Development to promote WID issues by providing technical assistance and training to USAID Missions as well as host country PVOs in over 27 countries worldwide, and by carrying out policy oriented analysis of gender issues in important areas of interest within the development community.

ICRW's technical services have involved a variety of activities ranging from specific project design assistance to broad WID strategy development.

The following example of ICRW assistance illustrates the different levels at which services have been provided, depending on particular needs of Missions and PVOs:

Bangladesh: ICRW's work in Bangladesh began with an evaluation and technical assistance to the Women's Entrepreneurship Development Program (WEDP) in 1985. The WEDP, a project of the public sector Bangladesh Small and Cottage Industries Corporation, was experiencing difficulties with loan recovery and, in some offices, low disbursements. ICRW recommended changes in the administration of the program, some of which were incorporated by the implementing agency. Following the ICRW technical assistance and additional funding from USAID, the project's performance improved markedly. In addition, ICRW's work on this activity served to sensitize Mission staff to gender issues in microenterprise development and influenced the design of other small and microenterprise projects.

Subsequently, in 1986, ICRW was asked to assist the USAID Mission in the preparation of a "Women in Development Implementation Plan," to promote the objectives of their existing Women in Development Strategy. ICRW was able to work with the Mission's Program Office, WID Committee, Project Managers and local government and PVO counterparts to review the Mission's portfolio of projects and programs and develop concrete WID goals, priorities and targets for every project and organize them into a coherent plan. The plan gave priority to certain agricultural activities, micro-enterprise development, education and training, and to a lesser extent, Food for Work and infrastructure projects. Guidelines were included for implementation, which spelled out the roles and responsibilities of different actors in the Mission and counterpart agencies, as were mechanisms for tracking progress. Finally, the plan suggested means for institutionalizing gender concerns in future activities through the Mission's existing staff assessment, Action Plan, and quarterly review processes. This type of fully integrated strategy development is being used as a model for ICRW work in other Missions.

In other countries, such as Zaire, Rwanda, and Mali, ICRW has been able to assist Missions, PVOs, and project contractors with more immediate needs for information about women and specific recommendations for appropriately

designing projects so as to build on and effectively utilize women's roles in small enterprise and agriculture. In Mali, for example, ICRW has assisted Mission design teams with the Development of the Haute Vallee Project, the Farming Systems and Research Project, and the Village Reforestation Project, among others. In Rwanda, ICRW provided assistance with the Natural Resources Project.

ICRW has also helped train Missions and PVOs on "how to" address and incorporate gender issues in policy and project development. ICRW's training guide for Latin America, "Integrating Women into Development Programs: A Guide for Implementation for Latin America and the Caribbean", has been highly acclaimed in this regard and has served as the basis for ICRW training workshops in Bolivia, Guatemala, the Dominican Republic. These workshops are generally considered to have been quite effective in providing the "hands on" information and guidance on WID required for truly integrating women into all stages of project design and implementation.

ICRW has also completed policy analysis of several key development issues such as credit and housing with regard to their impact on and importance for women. One such area of analysis is AID's trade development policy and support for the development of ties between private enterprises in developed and developing countries, including offshore production by U.S. countries abroad. ICRW's analysis of "Women and Export Manufacturing: A Review of the Issues and AID Policy" shows that AID's emphasis on export promotion has more potential to contribute to women in development goals than previously realized.

More recently, ICRW has completed a preliminary report on "Women and Structural Adjustment". The paper provides an overview of structural adjustment programs and their impacts; discusses strategies for ameliorating the negative effects of adjustment for women; and suggests the need for additional gender disaggregated research on the topic. An OECD/DAC WID Expert Group meeting, held in Paris on April 18, was organized to discuss the major issues highlighted by the paper and to develop an OECD/DAC strategy for action.

In addition to the technical assistance, training and policy analysis activities outlined above, ICRW, with funding from PPC/WID and USAID/Ecuador, has recently completed a book based on conference papers presented at an ICRW seminar in Quito, Ecuador. The Informal Sector, Microenterprise and Women's Work in Latin America, focuses on low-income women's access to credit and includes chapters on technical assistance and training, the role of lending institutions, case studies of selected microenterprise credit programs, and the impact of credit programs on the poor.

As part of a cooperative effort with the offices of Health and Nutrition of AID, ICRW is conducting the Maternal Nutrition and Health Care Program. The program is designed to improve maternal health and nutrition in developing countries through small research grants, guided by two background papers prepared by ICRW and meetings of a Technical Advisor Group of well known researchers and policymakers in the field. ICRW has to-date reviewed 137 proposals for the 20 or 30 research grants to be awarded. This response reflects great interest in the topic and ensures that, through this program, research which takes into consideration the multiple roles of women can be supported. The results of the research program should help to place health and nutrition issues into the broader WID perspective, and should provide important information for AID's Child Survival efforts since women are crucial to their success.

In the course of this work with AID, as well as other donor agencies, ICRW has confirmed its position that:

1. Improving women's economic opportunities should be the primary focus of women-in development efforts. Many more women work now than ever before because more women are responsible to some degree for the economic well-being of their families. Work, for the majority of the world's poor women, is a matter of need, not a matter of choice, a desire to get out of the house or a desire for personal fulfillment, as it is often characterized in the press. While women's sharply increasing levels of economic activity have to some extent been the result of improved educational attainments, they have been due perhaps much more directly to decline in the quality of life.

ICRW's experience has indicated that there are three project areas in AID mission portfolios that are critical for enhancing women's economic condition: agriculture, urban development, and institution building. Relatively minor expenditures for technical assistance and design adjustments in these areas, to which major resources are devoted, can have a significant effect on the number of women who benefit from development programs. Under the first category, agricultural extension and credit for rural small-scale enterprises are particularly important. In urban areas, poor women need access to affordable housing, credit to expand their productive activities in the informal sector, and vocational training in economically viable skills. Finally, the development and technical upgrading of implementing organizations is a key factor in determining whether or not the design of projects that take account of women's economic roles will be successfully translated into appropriate outcomes. Private-sector voluntary organizations often approach implementation of women's programs, or components of programs, from a strictly welfare perspective. Thus, these organizations typically require technical training and reorientation in order to focus on designing projects that actually enhance women's economic condition in the long term.

2. In the future, increased emphasis should be given to integrating women into mainstream development projects. Regardless of good intentions, women-specific projects have a tendency to become welfare-oriented in nature as well as marginal to the overall development effort, particularly given the limited funds usually devoted to them. Mainstream development projects, on the other hand, offer the opportunity to enhance women's economic situation when critical, but often relatively minor, design innovations are undertaken.

While the achievements of some women-specific projects should not be ignored, women-in-development efforts must go beyond these by taking advantage of the resources of large-scale mainstream projects. Vast amounts of development funds are allocated to agricultural projects, and it is critical that through these projects an attempt be made to assist women in their roles as farmers. Moreover, rural off-farm employment and business opportunities for women must be enhanced, since it is women who are most likely to suffer from displacement through technological innovation. Urbanization world-wide

is contributing to the increase in the number of low-income women who head households and who face major difficulties in obtaining adequate shelter for their families, making low-income housing projects particularly important for women. Moreover, large numbers of urban women depend on income-earning opportunities in the urban informal sector; programs of credit and technical assistance to small-scale enterprise benefit them directly.

This does not imply that no specific efforts should be aimed at women; rather, it means that the vital role that women play in the success of development efforts, must be recognized. This vital role should not be addressed merely through marginal projects designed to "do something" for women. It must, instead, be addressed in all projects and at all stages of project development.

ICRW has proven the usefulness of the integrationist approach in many instances. In Ecuador, for example, an ICRW study recommended changes in the eligibility requirements for a low-income housing project that will enable more poor women as well as poor men to participate in the project.

AID's Office of Women in Development has been supportive of these approaches, but with its limited staff and funding the Office has not been able to (and could not be expected to) ensure Agency-wide implementation of WID policies. AID's WID policy has not, in other words, been institutionalized.

Specific problems, documented in a recent evaluation of ICRW's cooperative agreement with AID/PPC/WID, include the following:

> There has been no Agency-wide acceptance of responsibility for implementation of the AID Women in Development Policy. As a result, there are few incentives, systems, or procedures for its implementation.
>
> Given this lack of systems, the initiative and interest of individuals determines whether or not WID issues will be addressed in any particular bureau or mission. There are many individuals within AID who are committed to women in development goals. On the other hand, a small

number of recalcitrant project officers, for example, can effectively prevent any action being taken on such issues.

Support from mission leadership, particularly the mission director, can ensure greater commitment and follow-through on WID initiatives. Mission directors, however, are busy people and their support often cannot be obtained directly, or sustained over long periods of time. Again, implementation of WID strategies via mission leadership support comes down to a matter of individual interest.

Regional and Mission WID Officers receive no training, guidance, materials or orientation to their roles. There is no clear understanding of their objectives and responsibilities regarding WID advocacy, project design, implementation, evaluation, or support for technical officers.

There is no systematic training with regard to WID issues for all professional staff of AID. Neither has such training been incorporated, systematically, into International Development Intern training and/or rotations. The Office of Women in Development supports AID staff training when possible, but must rely on regional and other bureau support since their operational funds are so limited. Development Assistance funds are not available for use in AID staff training.

Mission and bureaus, when interested in incorporating WID initiatives into their programs and projects, often don't have the resources and support required to do so. Again, the Office of Women in Development, as currently funded, cannot hope to provide such support for all AID missions.

The International Center for Research on Women therefore strongly supports the proposed legislation to promote the integration of women in the development process in developing countries (H.R. 4049) in so far as it provides for improved funding and staff for the AID Office of Women in Development; training for all Washington and mission-based AID staff on incorporating women into all development activities; the establishment of an

Agency-wide task force on women in development; and the collection of vital gender-disaggregated data.

I would like to note, however, several areas of concern regarding the legislation. First, the requirement that the percentage of women who receive development assistance be in approximate proportion to either their traditional participation in the targeted activities or their proportion of the population, whichever is higher, will be difficult to implement both because assessments of women's participation in targeted activities may be inaccurate due to lack of data and/or misleading data; and because, even given such data, there is still a good deal to be learned from a technical standpoint regarding what works and what doesn't work when attempting to target women. The difficulty of meeting such a stringent requirement may therefore discourage mission personnel from pursuing the goal and, instead, encourage them to direct their efforts toward the alternative -- that is, the rationale, allowed for in the proposed legislation, for failing to design their strategies, programs, or projects to extensively target women. The establishment of a somewhat less stringent requirement might be taken more seriously by AID staff, and with less of the resentment that often surrounds any suggestion of "quotas"; the end result might be fewer rationales for failure and, in fact, more success in reaching women.

Second, the requirement that "efforts to achieve the goal of integrating women into the Agency's development activities shall be an important factor in the personnel evaluation process for all Agency staff with responsibility for reaching that goal" does not go far enough toward making the integration of women into development activities an Agency-wide concern. The staff "responsible for reaching that goal" will include staff of the Office of Women in Development and regional and mission-level WID Officers. This is not, by any means, a particularly broad coverage especially when account is taken of the very high percentage of missions that hire local Foreign Service Nationals to fill the mission WID Officer slot. These FSN staff are not subject to the same personnel evaluation process nor, frankly, to the same definition of "responsibility" as other AID mission and Washington staff; and, unfortunately, they do not often have the resources or influence with other staff required to carry out such responsibilities. More importantly, the

provision within the proposed legislation does not make clear that every AID staff person, from project officer to mission director, must be held accountable for efforts to implement the Agency's WID policies.

Let me conclude by noting, however, that this is by far the most comprehensive and appropriate women in development legislation to be considered by any of the major donor countries and I congratulate the Congress, particularly representatives Leland and Schroeder, on their progress in bringing to the forefront a sound plan of action on such critical and complex issues.

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